

LOCAL GOVERNMENT COMMISSION FOR ENGLAND
Report No. 6

REPORT AND PROPOSALS FOR THE
North Eastern
General Review Area

*Presented to the Minister of Housing and Local Government
October, 1963*



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To the Rt. Hon. Sir Keith Joseph, Bt., M.P.,
Minister of Housing and Local Government.

We present herewith our report and proposals for the North
Eastern General Review Area.

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Table of Contents

<i>Paragraph</i>		<i>Page</i>
1	Chapter 1. General Introduction	1
2	Outline of Proposals	1
4	Procedure	1
8	Arrangement of Report	2
9	Chapter 2. Northumberland	3
9	Introduction	3
10	Blyth	3
13	The Northumberland/Cumberland Boundary	3
14	The Northumberland/Durham Boundary	4
15	Effect on the Administrative County of Northumberland	4
16	Chapter 3. Sunderland County Borough	5
16	Description	5
18	Views of the Local Authorities	5
25	Draft Proposals	7
26	Reactions to the Draft Proposals	8
31	Conclusions	10
35	Proposals	11
36	Chapter 4. Darlington County Borough	12
36	Description	12
38	Suggestions Received	12
40	Reactions to the Draft Proposals	14
45	Conclusions	15
48	Proposals	16
49	Chapter 5. The Hartlepoons	17
49	Description	17
52	Views of the Local Authorities	17
59	Draft Proposals	19
60	Reactions to the Draft Proposals	20
69	Conclusions	22
75	Proposals	23

<i>Paragraph</i>		<i>Page</i>
76	Chapter 6. Teesdale	24
76	Description	24
77	Suggestions of Local Authorities	24
78	Draft Proposals	24
79	Reactions to the Draft Proposals	24
81	Conclusions	25
83	Chapter 7. Tees-side	26
83	The Area	26
86	The Existing Local Authority Areas	27
90	The Suggestions put to the Commission	27
94	Draft Proposals	30
103	Reactions to the Draft Proposals	32
112	Examination of Objections	36
129	Conclusions	40
136	Proposals	42
137	Chapter 8. The Effect of our Proposals on County Durham	43

Appendices

<i>Number</i>		
1.	Local government areas: area, population and rateable value	46
2.	Organisations invited to submit views on the organisation of local government in the North Eastern General Review Area	48
3.	Local authorities and organisations who made suggestions and representations	51
4.	Local authorities and organisations who made representations on our draft proposals	53
5.	Authorities and organisations represented at the conferences	55
6.	Sunderland County Borough Council's suggestions	57
7.	Darlington County Borough Council's suggestions	58
8.	West Hartlepool County Borough Council's suggestions	59
9.	Schedules defining the proposed boundaries as shown on the 1: 25,000 scale definitive maps	60

Figures in Text

1.	The urban growth of Tees-side	28
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Maps accompanying the report

- A. Summary of proposals
- B. Darlington: Pattern of Development
- C. Sunderland: Pattern of Development
- D. Proposed New Tees-side County Borough and Proposed County Borough Amalgamating West Hartlepool and Hartlepool M.B.: Pattern of Development
- E. Tees-side: organisation of selected local government services
- F. Tees-side: journey to work

*Definitive maps at a scale of 1:25,000, or about
2½ inches to one mile, separately published by
Her Majesty's Stationery Office
(Price 2s. 6d. net each)*

- 1. County borough of Darlington: proposed alteration of area
- 2. County borough of Sunderland: proposed alteration of area
- 3. Proposed new Tees-side county borough
- 4. Proposed county borough amalgamating West Hartlepool County Borough and Hartlepool Municipal Borough.

Maps-35.026.6

NORTH EASTERN GENERAL REVIEW AREA

REPORT

Chapter 1

General Introduction

1. The North Eastern General Review Area comprises the administrative county of the North Riding of Yorkshire and the parts of the administrative counties of Durham and Northumberland not included in the Tyneside Special Review Area, together with the county boroughs of Darlington, Middlesbrough, Sunderland and West Hartlepool. The population, acreage and rateable value of these administrative areas are given in Appendix 1. The southern boundary of the North Riding is not included in this review area, but forms part of the York and North Midlands General Review Area, for which we issued draft proposals in September 1962, and on which we shall be reporting later. Our report on the Tyneside Special Review Area was issued in July 1963.

Outline of Proposals

2. The four county borough councils each suggested extensions to their areas, and three new county boroughs were suggested, namely Blyth (Northumberland), Stockton-on-Tees (County Durham) and Redcar (North Riding). We received few other suggestions for altering boundaries.

3. Our main proposals are as follows:—

- (a) the constitution of a new county borough for Tees-side, to include the county borough of Middlesbrough and in whole or part the boroughs of Stockton-on-Tees, Thornaby and Redcar, the urban districts of Billingham, Eston, Saltburn and Marske, and Guisborough, together with small parts of Stockton rural district and Stokesley rural district;
- (b) the amalgamation of the county borough of West Hartlepool with the borough of Hartlepool and part of Stockton rural district;
- (c) the extension of the county borough of Sunderland to take in part of Sunderland rural district and the small part of Boldon urban district not proposed for inclusion in the new Tyneside county;
- (d) the extension of the county borough of Darlington to take in part of Darlington rural district.

Procedure

4. The procedure which we have followed is laid down by the Local Government Act 1958 and the Local Government Commission Regulations 1958 (S.I. No. 2115).

5. In October 1959 we gave formal notice that our review of the area would start on 15th December 1959, and we asked each county and county borough

council to answer a series of questions about their problems. Copies of our questionnaire were sent to every county district council in the review area and to the councils of those areas bordering on the review area. We also asked certain local and national organisations for their views on local government in the area (see Appendix 2), and notices in the Press invited members of the public to get in touch with us. The local authorities and other organisations who wrote to us are shown in Appendix 3.

6. In the spring of 1960 we began to hold meetings with the county and county borough councils in the area, and we also met some of the county district councils affected by suggestions put to us. Our draft proposals were published in April, 1962, and we asked for representations on them to be sent to us by 12th June, 1962. The local authorities and interested bodies who made representations on our draft proposals are shown in Appendix 4.

7. We held two conferences to discuss our draft proposals for this area. At the first of these, held in the Shire Hall, Durham on 17th and 18th October, 1962, we discussed our draft proposals for Sunderland, Darlington, the Hartlepoons and the Teesdale area. At the second, held in the Municipal Buildings, Middlesbrough on the 21st and 22nd November, 1962, we discussed our draft proposals for Tees-side. A list of the authorities and organisations represented at the conferences is given in Appendix 5. We take this opportunity of thanking Durham County Council and Middlesbrough County Borough Council for letting us hold these conferences in their council chambers and for their help in making all the arrangements.

Arrangement of Report

8. We now present our report and final proposals. We deal first with some suggestions affecting the administrative county of Northumberland, next with Sunderland, Darlington, West Hartlepool and Teesdale, and then with Tees-side. Finally, we deal with the effect on the administrative county of Durham of our proposals for this review area taken with those for the Tyneside Special Review Area. Our proposals are summarised on the accompanying Map A. This map is included for purposes of illustration only and does not purport to define exact boundaries which are shown in more detail on the definitive series of maps at 1:25,000 scale published separately and are defined in the schedules contained in Appendix 9. The North Riding of Yorkshire is affected by our proposals for Tees-side but it is also affected by our draft proposals for the York and North Midlands General Review Area, where we proposed extensions to the city of York and put forward for discussion certain other changes affecting the three Ridings. The draft proposals for the city of York and the other possible changes we suggested were discussed at conferences in York on 12th to 14th February, 1963, and we have considered what was then said before deciding on our final recommendations for the present review area. In this report we state the effects of the Tees-side proposals on the North Riding⁽¹⁾, but we shall discuss the position of that county further in our report on the York and North Midlands General Review Area.

(1) See Appendix 1.

Chapter 2

Northumberland

Introduction

9. The only two county boroughs in the geographical county of Northumberland, Newcastle and Tynemouth, are in the Tyneside Special Review Area. We received one suggestion for creating a new county borough (Blyth), and one for altering part of the boundary with Cumberland. We also received suggestions for realigning part of the boundary with County Durham.

Blyth

10. The borough of Blyth, which lies at the mouth of the river Blyth, in the south of Northumberland, is a port principally concerned with the coal trade and has a population of 36,400⁽¹⁾. The borough council suggested to us that their area should be amalgamated with the adjoining urban districts of Bedlingtonshire (population 30,110) and Seaton Valley (population 25,950), and that the combined area should be made into a county borough, whose population was estimated at just over 90,000 in 1958 with the possibility that it might exceed 100,000 by 1971. The formation of such a county borough was opposed by the Northumberland County Council and the two urban district councils concerned.

11. In our draft proposals we said:

"Both urban districts contain a number of separate mining communities, none of which has any continuity with the town of Blyth, which itself has a population of about 34,000. The density of population in the suggested county borough would be much less than that of any existing county borough and the rateable value would be very low. There are no special circumstances which would justify the creation of a county borough for such an area, and the Commission accordingly make no proposal for Blyth and its neighbours."

12. Blyth Borough Council have not pressed their case for a county borough, and we see no reason to alter what we said in our draft proposals.

The Northumberland/Cumberland boundary

13. Here again we were not challenged about the statement in our draft proposals explaining why we did not think there was sufficient reason for altering the boundary between Northumberland and Cumberland where it bisects Gilsland. We said:

"The village of Gilsland lies partly in Haltwhistle rural district in Northumberland and partly in Border rural district in Cumberland, the county boundary, which is well defined, following the course of the river Irthing and the Poltrose Burn. Each rural district council suggested that Gilsland might come wholly to them, but the county councils concerned

⁽¹⁾ Unless otherwise stated all population figures are as estimated by the Registrar-General for mid-1962.

did not think that any real difficulty arose in practice from the present situation. The Commission propose no change."

We are of the same mind still.

The Northumberland/Durham boundary

14. As we explained in our draft proposals, the present boundary between Northumberland and Durham follows in the main the course of the river Derwent, the Milkwell Burn and the Stanley Burn. Over the years there have been numerous slight alterations in the course of the Derwent, so that there are now pockets of Northumberland on the Durham side of the river and pockets of Durham on the Northumberland side. Durham County Council suggested that the boundary should be redefined to follow the centre of these rivers. The only dissenting voice was that of Hexham Rural District Council, who pointed to the cost of altering maps and records and the possibility that the river might change its course again. The rural district council did not, however, renew their objections when they received our draft proposals. We accordingly propose that the boundary should be adjusted to follow the centre of these rivers.

Effect on the Administrative County of Northumberland

15. The total effect of the minor alterations proposed in the last paragraph is negligible. We have already, in our report on the Tyneside Special Review Area, described and discussed the effect on Northumberland of our proposals for the Tyneside Special Review Area; if our proposals are put into effect Northumberland will have a population of 307,000, an area of 1,259,000 acres and a rateable value of £3,300,000⁽²⁾.

⁽²⁾For ease of comparison with figures used in local authority submissions, rateable value figures are for April 1962 unless otherwise stated.

Chapter 3

Sunderland County Borough

Description

16. Sunderland grew up as a port and shipbuilding town at the mouth of the river Wear on the eastern edge of the Durham coalfield. The mining and shipbuilding industries developed rapidly during the last century, and with a population of 190,580 it is now the largest town in the geographical county of Durham. Sunderland is very densely populated, having an overall density of about 22 persons to the acre, and many parts of the town are crowded with small old houses in urgent need of replacement. Sites for development within the existing boundaries are, however, limited by mining subsidence. The pattern of development is illustrated on Map C.

17. Sunderland was one of the county boroughs set up by the Act of 1888, and the boundaries have been extended three times during this century, in 1928, in 1935 and in 1951. The present area is 8,575 acres⁽¹⁾ and the rateable value is £2,482,000. It is bordered by Sunderland rural district on the west and south and by Boldon urban district on the north.

Views of the Local Authorities

Views of Sunderland County Borough Council

18. The county borough council suggested that Sunderland should be enlarged to take in Boldon urban district (which was also claimed by South Shields County Borough Council), Sunderland rural district and part of the parish of Burdon in Easington rural district which lies south of Sunderland rural district. Details of the suggested extension, which would have increased the 1958-59 population of Sunderland by 46,600 and the area by 15,000 acres and the rateable value by £434,000 are given in Appendix 6.

19. The council's case fell into two parts. First they contended that in the built-up parts of the claimed areas, namely the Whitburn, Marsden and Cleadon areas of Boldon urban district and the Ryhope, Silksworth, Tunstall, Herrington, Offerton, South and North Hylton, Ford and Castletown areas of Sunderland rural district, the inhabitants looked to Sunderland for work, for all their leisure activities, and for many services. These people would benefit from being able to get all their local government services from Sunderland.

20. Then they argued that they needed the open parts of the areas claimed to provide land for houses to help in the solution of Sunderland's slum clearance and other housing problems and also to provide land for new industry. By 1971, 15,000 Sunderland people would have to be housed outside the present boundaries. This could be effected by limited expansion of the existing villages in Boldon, and by new development on the Boldon/Sunderland boundary, by the expansion of Castletown and Herrington in the rural district, and by new development at Silksworth and between Tunstall

(1) Existing acreages are as given in the Preliminary Report of the 1961 census.

and Ryhope. Usworth airfield could be used for industrial development. The suggested extension would also make land available for school playing fields and public open space, of which the existing county borough was short.

Views of Durham County Council

21. Durham County Council contended that further peripheral spread of Sunderland must be resisted and a green belt around it preserved. Neither Boldon urban district nor Sunderland rural district were dormitories for Sunderland. The built-up areas were not continuations of the built-up area of the county borough, with the possible exceptions of Middle Herrington in the rural district and the Whitburn Bents area of Boldon urban district. Castletown and South Hylton were close to the urban area of Sunderland but separate from it, while New Silksworth and Ryhope were primarily mining communities and were separated from Sunderland by farmland and the Tunstall Hills. Boldon could not be regarded as part of Wearside, from which it was separated by the ridge of high land within the northern boundary of Sunderland. In the county council's view Usworth airfield was likely to prove difficult and expensive to develop because of mining subsidence. They were prepared to see some expansion of certain villages, but the proper solution of Sunderland's problems was the development of Washington.

Views of Boldon Urban District Council

22. Boldon Urban District Council did not want their district to become part of Sunderland, and asserted that the small coastal area of Whitburn Bents was the only part of their area where development abutted on the Sunderland boundary. People living in Boldon were satisfied with local government services they received from the urban district council and the county council, and the links between Boldon and Sunderland were no closer than those between Boldon and Tyneside. Most of Boldon was in a proposed green belt and so should not be used as building land for people from Sunderland.

Views of Sunderland Rural District Council

23. Sunderland Rural District Council claimed that the people living in the rural district did not consider themselves part of the Sunderland community. The mining villages had their own social life, and the people there would strongly oppose inclusion in the county borough. The rural district, like the county borough, suffered from mining subsidence, which would limit the sites available for housing and industry. It would in any case be more sensible to locate housing and industry in Washington as suggested by the county council. The rural district council doubted whether Sunderland was in fact worse off for playing fields and public open space than many other county boroughs, and suggested that there was no reason why school playing fields should not be located outside the existing boundary.

Views of Easington Rural District Council

24. Easington Rural District Council maintained that the part of their area which the county borough council wanted to include in the county borough was entirely agricultural and had no community of interest with Sunderland.

Draft Proposals

25. In our statement of draft proposals we said :

"Baldon urban district lies to the north of Sunderland. The southern part of the district forms a valuable break between Sunderland and the built-up area of Tyneside, while the northern part is linked with Tyneside rather than with Sunderland. The Commission have, in their draft proposals for Tyneside, suggested that most of the urban district should be included with South Shields, Jarrow and Hebburn in a borough in a new Tyneside county. The Whitburn Bents area, however, is physically continuous with Sunderland and has close links with it ; the Commission therefore think that there should be a small extension of the county borough boundary to include this area.

Sunderland rural district surrounds the county borough to the west and south and the settlements of Castletown, North and South Hylton and Herrington adjoin the county borough's western boundary. Most of their working population who are not employed in the local pits find work in Sunderland ; there is already some continuous development across the boundary and there will be more in future ; other links with the county borough are close and will tend to grow rather than diminish. Tunstall and Ryhope, which adjoin Sunderland's southern boundary, also have close links with the county borough. In the Commission's view there is a clear case under regulation 11(a) of the Local Government Commission Regulations for including all this fringe development in the county borough, and the most convenient boundary would be, in the west, the proposed Sunderland by-pass, and in the south, the existing rural district boundary.

But further, Sunderland is one of the most densely populated towns in the country and it is generally accepted that it has both an immediate and continuing overspill problem. This problem is complicated by the fact that much of the open land near Sunderland is liable to mining subsidence. Durham County Council would like to undertake, in conjunction with Washington Urban District Council, a considerable expansion of Washington which would draw some of its new population from Sunderland. This proposal, however, is in its early stages and raises planning issues that may take some time to settle, to say nothing of the considerable task of organising and carrying out the work involved. A further advantage of the boundaries suggested is that they would make some land available for meeting the county borough council's short-term needs until the position on Washington is clarified.

The Commission accordingly propose that there should be extensions to Sunderland county borough on the north, west and south [comprising the Whitburn Bents area of Baldon urban district and the parishes of Ryhope and Tunstall, the greater part of the parishes of Silksworth and Ford and parts of the parishes of Herrington, Offerton and Hylton, all in Sunderland rural district]. The area of the county borough would be increased from 8,575 acres to 12,900 acres, the 1961 population from 189,600 to 218,000, and the rateable value from £2,409,000 to £2,650,000."

Reactions to the Draft Proposals

26. The first reaction of the local authorities to our draft proposals was generally a restatement of their original position. The county borough council said that only part of the northern half of Boldon looked to Tyneside rather than to Sunderland, and that while the southern half certainly ought to remain as an open break between Sunderland and Tyneside, it ought to be under their control and not under that of either Durham or the proposed Tyneside county council. They also repeated their claims to the small part of Easington rural district originally asked for, to provide for development and to give a most convenient boundary for Sunderland, and to the whole of Sunderland rural district, which would enable them to use land west of the by-pass for public open space and would bring Usworth airfield (which they owned) within the boundaries of Sunderland. Boldon Urban District Council said that the Whitburn Bents area was separated from housing in Sunderland by land used for recreational purposes, and Sunderland Rural District Council objected that even the built-up parts of their district close to Sunderland were not part of the same community. They thought that we should aim at providing only sufficient land to meet Sunderland's needs until the Washington area was developed.

27. After the end of the period for representations on our draft proposals but before the conference in Durham at which they were discussed, the Minister of Housing and Local Government wrote to Durham County Council in reply to their request that he should designate Washington as a new town under the New Towns Act 1946. The gist of his letter was that while Washington appeared a natural growing point in the area, it was not suitable for development as a new town under the New Towns Act; in any case he thought that the procedures necessary to establish a new town could hardly be expected to be completed in time to meet Sunderland's urgent needs. There seemed to the Minister no reason why the necessary land for those needs up to 1971, at least for local authority housing, should not be sought on the Sunderland periphery, particularly to the north and south. For the longer term requirements of the area, and for private housing, the Washington area suggested itself as the most suitable location.

The Conference

Views of Sunderland County Borough Council

28. At the conference the county borough council welcomed our proposals as bringing within Sunderland settlements which were socially and economically related to it, and as providing the council with land to meet their pressing housing needs. The western and southern parts of the proposed extensions would provide about 680 acres. This area was larger than the actual acreage required for development in order to take account of underground workings and the preservation of features of natural beauty. They renewed their claims, however, to the rest of Sunderland rural district to the west of the by-pass on the ground that land was needed there for public open space as Sunderland had far less than the $3\frac{1}{2}$ acres of open space per 1,000 population now regarded as a minimum. They had now bought Usworth airfield, which would continue in use as an airport. They also renewed their claims to some 652 acres in the parish of Burdon in Easington rural district, on the ground that they ought to have sufficient

housing land available within the county borough boundaries to satisfy their foreseeable requirements up to 1981. Admittedly the Burdon site was supposed not to be stable enough for house building till after 1981, but experience had shown that it was always possible to get some building done earlier in such cases, by working out a programme to tie in with the Coal Board's operations underground. The council now wished to build on a site of about 115 acres at South Bents adjacent to Whitburn Bents. This seemed to them an added reason for putting Boldon urban district within the county borough, though they still accepted the desirability of an open stretch of land between the built-up areas of Tyneside and Sunderland.

Views of Durham County Council

29. Durham County Council explained that they had planned a green belt to the north, west and south of Sunderland. They consider it highly important to have a green belt to the north and west and desirable to have one to the south, though the land to the south undoubtedly could take development and it was difficult to say that the time would never come when it should be used for development. As a corollary of this green belt they had planned the expansion of Washington as a growing point to relieve congestion in Sunderland and also in south Tyneside. In view of the Minister's refusal to accept Washington as a new town, they had decided to proceed themselves under the Town Development Act 1952 to expand Washington from a population of some 18,000 to one of 60,000-70,000; they were not deterred by the prospect of needing capital expenditure of up to £50m. The Minister was going to hold an inquiry into their town map for the environs of Sunderland which provided for the expansion of certain areas close to the boundary. As they recognised the need to prevent any interruption of the county borough council's housing programme, they had suggested that consideration could be given at this inquiry to altering their proposals for the green belt on the south of Sunderland just in so far as it might be necessary to allow more houses to be built there before any could be provided at Washington, which would not be till 1967. They argued that our draft proposals would give Sunderland far more land than would be needed for housing according to the Ministry of Housing's calculations. If the area remained under the county's control, they would give permission for the development Sunderland needed up to 1967, but if the area was given to Sunderland it would probably cease to be part of the green belt and all of it would be developed. As a result the scheme of expansion at Washington would be harmed, if not ruined. The county council therefore asked us to postpone our final proposals on the Sunderland boundary till the Minister had settled the planning issues raised in their town map for the environs of Sunderland.

Views of the district councils

30. The district councils reiterated the points made in their written representations. Boldon Urban District Council, maintaining that the district should be allowed to remain as at present, suggested that playing fields and open space for the needs of Sunderland people could quite well be provided in the green belt round Sunderland, without the land being transferred to the county borough. Sunderland Rural District Council submitted that there was little community of interest between the district and Sunderland, even though

some people in the district worked in Sunderland and shopped in the large stores there. People were looking less and less to Sunderland for their entertainment. Easington Rural District Council remarked that there was no getting away from the evidence of the Coal Board that the land at Burdon would not be stable till after 1981. They had themselves often tried to get round such difficulties and had been completely unsuccessful.

Conclusions

31. The county borough council's case for extending Sunderland's boundaries rests partly on its links with certain of the built-up parts of the surrounding districts, and partly on the need for more land on which to provide houses, open spaces and playing fields for Sunderland's population. The links with the fringe areas of Sunderland rural district cannot well be denied. Even the county council conceded that the immediate housing requirements of Sunderland might have to be met by increasing the allocation of housing land to the south of Sunderland shown in their draft town map for the area round Sunderland, though they urged us not to make final proposals until the Minister of Housing and Local Government had reached a decision on this town map.

32. We recognise the county council's anxiety that development on the edge of Sunderland should be strictly controlled in order to ensure that as soon as possible any new development should take place at Washington. The Minister has, however, already clarified the planning position by giving his opinion that peripheral development to the south of Sunderland is unobjectionable and is needed in the short term. The allocation of the actual sites to be developed is not yet settled, but more land than will be needed for the actual erection of houses must be included as an area in which to search for housing sites, particularly in view of the risk of subsidence. It seems to us that to meet this need and also to bring into Sunderland the built-up areas closely linked to the town, the county borough ought to be extended to the clear-cut boundaries given by the by-pass on the west and by the stream which forms the boundary of the rural district on the south.

33. The case for further extensions to the west and south of Sunderland has not, in our view, been made out. The county borough council may have to acquire land to the west of the by-pass for open space and playing fields, but this does not provide a compelling reason for bringing the land within the county borough; the same is true of the airfield. Nor is it right to extend the boundary to take in part of the parish of Burdon in Easington rural district, for the county borough council made it plain at the conference that this land could only be wanted for long-term rather than immediate housing requirements, and the land at Burdon may not be eventually allocated for that purpose.

34. We have already explained in our report on the Tyneside Special Review Area why we thought that the greater part of Boldon urban district should be included in the new Tyneside county. We did so after considering what was said at the Durham Conference. Sunderland admit that the southern part of Boldon ought to be kept as an open break between Tyneside and Sunderland, and it seems to us that for this purpose control can be exercised at least as well by the new Tyneside authority. The

Whitburn Bents area, however, goes with Sunderland by reason of continuity of development, for the gap mentioned by the district council is negligible. On the other hand, we see no need to include the 115 acres adjoining Whitburn Bents.

Proposals

35. We accordingly propose that Sunderland should be extended to include the parish of Tunstall, most of the parishes of Ryhope, Silksworth and Ford and parts of the parishes of Herrington, Hylton and Offerton, all in Sunderland rural district; the Whitburn Bents area of Boldon urban district, and a very small part of Seaham urban district. We also propose that a small part of the county borough should be transferred to the administrative county of Durham. The boundaries of the county borough would be as shown in Map 2 and as described in the schedule contained in Appendix 9. As so enlarged we estimate that the county borough would have an area of 12,800 acres, a population of 219,000 and a rateable value of £2,725,000.

Chapter 4

Darlington County Borough

Description

36. Darlington, which became a county borough in 1915, is in the south of County Durham, surrounded, except for the small part of its south western boundary which is formed by the river Tees, by Darlington rural district. Darlington, which was a "Bishop's Borough" in the Middle Ages, grew up as a market town but developed and expanded in the last century with the growth of the railways. At the present time the railways are still the largest employers of labour in the town, but the British Transport Commission have announced their intention of closing the railway workshops in Darlington by 1965. Nevertheless, the town will remain an important centre of industry and commerce. The pattern of development is illustrated in Map B.

37. Although Darlington is somewhat isolated from the industrial area around the Tees estuary and from other industrial parts of County Durham, it is strategically located on the main line of road and rail communications between north and south. During the past 15 years, the new town of Aycliffe has grown beside the Great North Road five miles to the north. This has tended to inhibit the growth of Darlington, and probably accounts for the fact that since 1951 its population has remained more or less stationary at 84,000 while the population of the country as a whole has increased by more than 5 per cent. The town covers an area of 6,469 acres and has a rateable value of £1,382,000, i.e. about £16 8s. 0d. per head of population, which is above the national average for county boroughs.

Suggestions Received

38. Darlington County Borough Council asked for the following small areas of Darlington rural district to be included in the county borough : —

(a) Beaumont Hill

The village area of Beaumont Hill, including Low Beaumont Hill and Harrowgate village, lies to the north of Darlington where building has spread along the east side of the Great North Road. The council argued that people living in the area looked to Darlington for both work and leisure, and that it would be more convenient for these people if they could look to Darlington for schools, libraries and the various health and welfare services.

(b) Barmpton

The hamlet of Barmpton lies north east of Darlington and can only be reached by a road (Barmpton Lane) which leads from the county borough. The council claimed that the few people living in the hamlet looked to Darlington for most purposes and would find it most convenient to get their local government services from the county borough.

They also said that planning permission had been granted recently for the industrial use of a site in the claimed area, and this had given rise to heavy traffic on the part of Barmpton Lane in the county borough. They wanted to be able to control any future industrial development in the area.

(c) *Great Burdon*

The hamlet of Great Burdon lies to the east of Darlington and is separated from it by the river Skerne. Here again the council argued that the people living there would find it more convenient to get their local government services from the county borough.

(d) *Maidendale*

The land here is owned by the corporation, who acquired it for use as a municipal airfield, but this project has not materialized and the land is still farmed. There are six cottages which are occupied by corporation tenants who have been rehoused from clearance areas and other properties in the county borough; the children of these tenants go to Darlington schools. The contention here was that it would simplify administration, if the area became part of the county borough.

(e) *Blackwell*

The parish of Blackwell, the greater part of which was claimed by the corporation, lies to the south of Darlington and the corporation's sewage disposal works is situated there; they also own Baydale Farm. They argued that Blackwell village was in fact an extension of the town area of Darlington, and that insofar as the area was not already developed its future development ought to be controlled by them.

(f) *Low Coniscliffe*

This area lies to the west of the county borough and has a relatively high rateable value. The council argued that it was some distance from the administrative centre of the county, and that it could more conveniently be administered from the county borough.

Details of the suggested extensions are given in Appendix 7.

39. These suggestions were opposed by the county council and the rural district council, except for an area in the western part of the parish of Blackwell. When we came to make our draft proposals the only area whose inclusion we felt was justified was the suburban development in the parish of Blackwell; in our statement of draft proposals we said:

"Durham County Council and Darlington Rural District Council have agreed that an area in the western part of the parish of Blackwell should be taken into the county borough. This does not, however, include the village of Blackwell. The village is joined to the county borough by continuous development on its northern side and gives every appearance of being a residential suburb; in the Commission's opinion its inclusion in the county borough is justified on these grounds and would also provide an opportunity for improving the organisation of certain services, particularly secondary education.

The only reason for putting into the county borough the part of the parish east of the village would be to include the sewage disposal works and land. These works are, however, some distance from the county borough boundary and the Commission do not regard their ownership by the corporation as being a sufficient reason for boundary extension. Nor do they think that any of the other areas claimed are part of the town area of Darlington or should be included in it.

The Commission accordingly propose that Darlington county borough should be extended by the inclusion of the urban part of Blackwell and the area in that parish which the county and rural district councils have agreed to cede . . . The area of the county borough would be increased from 6,469 acres to 6,660 acres, the 1961 population from 84,100 to 84,500, and the rateable value from £1,364,000 to £1,374,000."

Reactions to the Draft Proposals

40. Our draft proposals were acceptable to Darlington Rural District Council and, in the main, to the county borough council, who however pressed us to include in the county borough all of that part of the parish of Blackwell for which they had originally asked. This was on the grounds that their sewage disposal works ought to be within the county borough, and that the land to the west of the works formed an awkward salient between the works and the river, and that the land to the east of the works, although not at present intended for development, was sewered and capable of development. Durham County Council, while substantially accepting our proposed extension of Darlington, now suggested that Darlington and West Hartlepool should both become non-county boroughs in the administrative county. They made these points in their written representations and the issue was the subject of a lively discussion at the conference in Durham.

41. The county council's case was that both Darlington and West Hartlepool on the one hand, and the county on the other, would benefit by such a change. On the first point, the county council did not intend to reflect on the efficiency with which the county borough councils were running their affairs, but they believed the boroughs were just not large enough to be effective. In Darlington the recent steady decline in population might be accelerated by the closure of the railway workshops. The effectiveness of an authority to discharge its functions must depend largely on its staff. Services such as education, health, planning and highways required a variety of skilled staff, and could therefore be better carried out by the bigger county authority. The children in the county schools were taught by teachers with the advantage of advice from a highly skilled team of organizers, inspectors and advisers, covering physical education, handicrafts, domestic science, music and drama. Highway administration again was a service where the number of specialists had to be balanced with the work needing to be executed. Specialists could not be attracted or retained as easily in a small area as in a large one.

42. On the questions of size and resources the county council referred to what we had said about Burton-upon-Trent in our report on the West Midlands General Review Area, and to the section about Wakefield in our draft proposals for the West Yorkshire Special Review Area. They argued that as non-county boroughs in the administrative county, Darlington and

West Hartlepool would exercise delegated powers for health, welfare and education and would be claiming authorities for highway administration ; they would thus have a measure of responsibility for the running of these services, while being able to call on the resources and the experienced staff of the county.

43. The county council's second point was that while the case for making Darlington and West Hartlepool non-county boroughs did not depend on our proposals for the rest of the county, it was strengthened by the effects on the county's finances of our proposals, which would take away practically the whole of its industry apart from coal mining. As a result of losing so much of its industry the county would become more dependent on rate deficiency grant than any other English county. With the closing of mines in the west of the county there was a migration from west to east as well as right out of the county. When the population in an area declined, it was not possible to run the administrative machine down in proportion to that loss, and when the population increased, the cost of services had to be increased. This would increase their financial burdens in spite of increased rate deficiency grant. Where the resources of a county were much below the average, the boroughs ought to have a population well above 100,000 before they were allowed to become or remain county boroughs. On the view that the built-up areas in a county ought to contribute towards the finances of a county, the reduction of Darlington and West Hartlepool was justified. Darlington was comparatively rich in terms of rateable value, and West Hartlepool had a lower rate deficiency grant than the county and was slightly richer in terms of its own rate product per head of population.

44. Darlington County Borough Council replied that their population was more likely to increase than to decline. Admittedly it had declined by 700 over the last ten years, but they had recently made certain land available for housing by putting in a sewer, and a builder had been given planning permission to build over 1,300 houses there. While the closure of the railway workshops would put nearly 4,000 men out of work, they had reasons for hoping that new industries would be attracted to take over the workshops, and such industries might well employ more men. As for the services which they provided, these could certainly bear comparison with those of the county, as could be seen from the number of students going from grammar schools to universities and training colleges. Where it was better to share services, as for example, in the police service, they were happy to share with the county.

Conclusions

45. There was little controversy over the extension of Darlington. The county council substantially accepted our draft proposals (subject to a minor realignment of the county borough boundary along the river Skerne) and on reflection the county borough council refrained from renewing their original claim for extension, except for the parish of Blackwell, part of which we had suggested should be transferred to them. We have again considered the position in this parish. The ownership of a sewage disposal works is no reason of itself for altering local government boundaries and as the county borough council admitted that there were no plans for developing

the land east of the works, and this land was cut off from the town by the railway, there seems little point in altering the boundary here.

46. The controversial issue was the county council's proposal that Darlington should cease to be a county borough. Part of their case was based on the general effect of our other draft proposals on the administrative county, and we examine these arguments more closely in Chapter 8. Here we examine whether, considered on its own merits, Darlington should remain a county borough.

47. Darlington is not a growing area, but we have no evidence to suggest that it will inevitably decline, for we think that it would be taking too gloomy a view to say that the closure of the railway workshops must have this result, and the council informed us that they had already had discussions about finding alternative employment. With a population of about 84,000 and a rateable value per head of population above the average for county boroughs in England and Wales, we think that we should not be justified in holding that Darlington cannot continue to be an effective authority on its own, particularly as the county council were at pains to emphasise that they had no criticisms of the actual efficiency of the county borough council. The case, then, for making Darlington a non-county borough depends on the need to strengthen County Durham. Before deciding finally on our proposals for this review area we studied the effect on County Durham of what we contemplated proposing, together with the proposals already made for the Tyneside Special Review Area. This study, which is set out in Chapter 8 of the report, shows that even if all these proposals are carried out, the county will still remain a strong and effective authority. We conclude, therefore, that the reduction of Darlington to a non-county borough would not be justified.

Proposals

48. We accordingly propose that Darlington should be extended to include parts of the parish of Blackwell and small parts of the parishes of Great Burdon and Hurworth, all in Darlington rural district; and that a small part of the county borough should be transferred to the administrative county of Durham. The boundaries of the county borough would be as shown in Map 1 and as described in the schedule contained in Appendix 9. As so enlarged we estimate that the county borough would have an area of 6,800 acres, a population of 85,000 and a rateable value of £1,390,000.

Chapter 5

The Hartlepoons

Description

49. The borough of Hartlepool and the county borough of West Hartlepool are on the Durham coast overlooking Hartlepool Bay just north of the Tees estuary. Hartlepool, which has a population of 17,990, is much the older of the two, and has a charter which dates back to 1201. West Hartlepool was not developed until the 19th century, but is now much the larger, with a population of 78,220 which is expected to reach 85,000 by 1971. Both towns are ports, West Hartlepool's trade being principally exporting coal and importing timber, and both towns have some heavy engineering industry. In fact the boundary between them runs through the docks and through an industrial area. Hartlepool covers an area of 1,473 acres and has a rateable value of £212,000. West Hartlepool covers an area of 4,679 acres and has a rateable value of £916,000. Map D shows the pattern of development.

50. On the east the borough and the county borough look out over the North Sea, but on the landward side they are surrounded by Stockton rural district, which extends south to the river Tees. The part of the rural district south of West Hartlepool is low-lying and marshy, and contains the side of the county borough council's airfield, which was sold to the South Durham Steel and Iron Company for a major extension of their West Hartlepool works. Further south towards the Tees there are salt works and a shipyard, which is now closed. West and north of the Hartlepoons is a pleasantly rolling landscape, within which Elwick, Hart and Dalton Piercy are rural villages typical of south-east Durham.

51. There have been several attempts in the past to join the two Hartlepoons under one local government administration, the first being as long ago as 1882, five years before West Hartlepool received its charter of incorporation as a borough. This attempt failed, and in 1902 West Hartlepool became a county borough. The Local Government Boundary Commission recommended in their report of 1947 that West Hartlepool and Hartlepool should become a single county borough, and in the 1951-52 session of Parliament the county borough council promoted a bill for the extension of the county borough to include Hartlepool. This bill was accepted by the House of Commons but rejected by the House of Lords after a plebiscite in Hartlepool had shown that a majority of the inhabitants were in favour of remaining independent.

Views of the Local Authorities

West Hartlepool County Borough Council

52. West Hartlepool County Borough Council asked for the county borough to be extended to include the borough of Hartlepool and a substantial part of Stockton rural district, comprising the parish of Seaton, the greater

part of the parish of Greatham and part of the parishes of Hart, Elwick, Dalton Piercy and Brierton. Details of the county borough council's suggestion, which would have increased the 1959 population to 94,400 are given in Appendix 8.

53. The council argued that the two Hartlepoons were one town and had been so for the last 50 years for most purposes except local government. The whole area would benefit from the provision of efficient and economical local government services of a uniform standard, and the people living in Hartlepool would gain considerably from the local administration of services at present controlled from Durham City.

54. The extensions proposed into Stockton rural district would serve several purposes. They would bring within the county borough an area immediately south and south-west of the town, closely linked with the town's industry and drawing labour mainly from the Hartlepoons, and would also provide land north-west of the town for housing. The land available for council housing within the present boundaries would be exhausted by 1964, and after that the council would have to look to the area outside the town. The suggested extensions would also provide land for private housing.

Durham County Council

55. Durham County Council considered that the county borough's suggestions, both for the borough of Hartlepool and for Stockton rural district, were entirely unjustifiable. Hartlepool was divorced from West Hartlepool by a large dock system and a belt of industrial development, and these physical barriers had prevented the growth of those social links which would justify the inclusion of Hartlepool in West Hartlepool. Undoubtedly, there were some social and economic links between the two towns, but these were only such as would exist between any two towns so close to one another.

56. Nor did the county council consider there was any reason why the industrial areas south of the town should be included in the county borough. Much of their own effort to attract new industry to counteract the decline in coal mining was concentrated on the south-eastern part of the county, and it was not reasonable that county borough councils should seek to incorporate such industry within their boundaries. The county borough council did not need land for housing. The decision of the South Durham Steel and Iron Company to transfer the site of its extensions into the administrative county had the effect of making land available for housing inside West Hartlepool; and the county council themselves owned over 100 acres of small-holdings inside West Hartlepool which they would be prepared to release when this land was genuinely required for housing.

Hartlepool Borough Council

57. Hartlepool Borough Council, who described their town's history as one of the proudest in the country, were strongly opposed to amalgamation with West Hartlepool. To their way of thinking Hartlepool and West Hartlepool were two separate communities, and even if amalgamated would never become one. The boundary admittedly cut through buildings, but it did not give rise to any difficulties. The borough council were well satisfied with the services provided by the county council, and were convinced that their best interests were served by remaining separate.

58. The rural district council, who were supported by Greatham and Hart parish councils, also opposed the county borough council's suggested extensions. None of the industries in the part of the rural district which the county borough council sought to include in the county borough had ever been in the county borough, nor had the county borough council been concerned with their development.

Draft Proposals

59. In our statement of draft proposals we said :

"The Hartlepoons have been virtually a single urban area for many years. About one third of the working population of Hartlepool works in West Hartlepool and many people living in West Hartlepool work in Hartlepool. West Hartlepool provides the principal commercial services, shops and entertainments for the people of both and for most purposes except local government the Hartlepoons are already regarded as one town.

The links between Hartlepool and West Hartlepool are such that in the Commission's opinion the joining of the two Hartlepoons in one local government area is clearly desirable and would make for more effective and convenient local government in the area as a whole.

South of West Hartlepool the county borough council have asked for Seaton parish and most of Greatham parish in Stockton rural district. This area is dominated by the South Durham Steel and Iron Works, which adjoin the county borough boundary. The processes carried on in these extensive works are integrally linked with the company's other works within the county borough; the labour force is substantially drawn from the county borough; and the works are sited on land which was formerly the West Hartlepool Civic Airport. This land was made available to the company by the county borough council and the employment afforded by the works is essential to the prosperity of the town.

The village of Greatham adjoins the steel works on the west and is connected by almost unbroken development to the West Hartlepool housing estate at Owton. To the east of the works the parish of Seaton has a very small population but contains several industrial concerns which are linked with West Hartlepool. There is also room for further industry. It appears to the Commission that industrial growth in this area would be a matter of greater concern to the Hartlepoons than to the county. They conclude that the balance of advantage lies in putting the whole of the parish of Seaton, as well as most of the parish of Greatham, into the county borough.

To the west and north-west of the county borough, the council asked for parts of the parishes of Elwick, Dalton Piercy, Brierton and Hart, including the village of Hart: this land was wanted mainly for future housing.

The village of Hart is physically separate from West Hartlepool and so far as existing development is concerned there is no case for including it in the county borough, nor are the Commission satisfied that the

county borough must on grounds of housing need be extended to take in all the claimed area as far as Hart. It appears to them that the inclusion of the parts of the claimed area in the parishes of Elswick, Dalton Percy and Brierton should satisfy the foreseeable land needs of the county borough.

The Commission accordingly propose that West Hartlepool county borough and Hartlepool borough should be amalgamated and further extended on the north-west, west and south. . . . The existing West Hartlepool county borough has an area of 4,679 acres, a 1961 population of 77,390 and a rateable value of £936,000. The new county borough would have an area of 10,850 acres, a 1961 population of 97,000 and a rateable value of £1,174,000."

Reactions to the draft proposals

Views of Durham County Council

60. The county council said that they must accept what we had said in the draft proposals about the area in the parish of Greatham dominated by the works of the South Durham Steel and Iron Company, and that they must also accept our proposed inclusion in the county borough of parts of the parishes of Elswick, Dalton Percy and Brierton. They agreed that the village of Hart was separate from West Hartlepool and should not be included in it, but they thought we were wrong in wanting to include Greatham village in the county borough, for in their view it was a self-contained rural community with a developed character and identity of its own and was separated by open country from the town of West Hartlepool. They thought that the land south of the railway in the parishes of Greatham and Seaton ought not to be distinguished from other development on the north bank of the Tees, and they would propose to incorporate this area in Billingham urban district. They did not think there was any case for amalgamating Hartlepool with West Hartlepool as a county borough, and pointed out that we had not proposed the amalgamation of Newcastle-under-Lyme with Stoke-on-Trent, although there was continuous development across much of the boundary between those two towns.

61. Finally, in view of the fact that the population of West Hartlepool was unlikely ever to reach 100,000, the county council suggested that, like Darlington, it should become a non-county borough in the administrative county. The reasons for this suggestion (which we have set out more fully in the previous chapter), were that such a step would be of advantage to the county borough, who would be able to call upon the experienced assistance of the county, while retaining a considerable measure of control over some of the major services under delegation arrangements, and would also be of advantage to the county, by making some compensation for the losses entailed by the changes which we proposed for Tyneside and Tees-side. If West Hartlepool became a non-county borough the new works of the South Durham Steel and Iron Company would continue to contribute to the rateable resources of the county. In reply to the question whether if West Hartlepool became a non-county borough, it would be joined to Hartlepool at the county review, the county council's reply was non-committal.

Views of Hartlepool Borough Council

62. The borough council remained opposed to any suggestion that their ancient borough should be amalgamated with West Hartlepool, which they protested would in fact mean the extinction of Hartlepool. They drew attention to their achievements as an independent authority, and suggested that, in making our draft proposals, we had been actuated by a desire for tidiness. But in their view there were worse things than smallness and a lack of uniformity, and the worst of these would be to wipe out not only the name of Hartlepool but also the spirit of the community.

Views of Stockton Rural District Council

63. The rural district council did not object, subject to minor boundary adjustments, to the proposed transfer to West Hartlepool of parts of Elwick, Brierton and Dalton Piercy, but they objected strongly to the proposed transfer of the steelworks area to West Hartlepool and protested that Greatham village was separate from West Hartlepool and ought to remain in the rural district. They described themselves as "flabbergasted" at their county council's suggestion that the other parts of the parishes of Greatham and Seaton should be transferred to Billingham urban district.

Views of Billingham Urban District Council

64. The urban district council were not directly affected by our draft proposals for the Hartlepoons, but in view of their interest in the future of the southern part of Greatham and Seaton in the light of the county council's suggestions for dealing with this area, they attended the conference and expressed their support for the county council.

Views of West Hartlepool County Borough Council

65. The county borough council were in general satisfied with our draft proposals, although they suggested that we should include in their area some land west of the Easington Road in the parish of Hart; in exchange for such an addition they would be prepared to take a reduction in the land which we proposed to transfer to them from the parish of Elwick. They also suggested that we should satisfy ourselves that the county council would release for development their small-holding site within the existing county borough. It is, therefore, worth recording that the county council's spokesman stated expressly that the county council were ready to release this land the moment they were satisfied it was genuinely required.

66. At the conference the West Hartlepool spokesman supported the case for amalgamating the Hartlepoons with an impressive list of the authorities and organisations shared by the two. In 1952 when the county borough council were seeking to achieve the amalgamation by private bill, there were in all 29 separate government, judicial or administrative authorities who served both towns as one, at least 49 social and other organisations which claimed by their title and by their activities to cover the people of both towns, and a further 34 which, although not by title, in fact covered both towns. The people of West Hartlepool were as proud of Hartlepool's long history as were the people of Hartlepool, and although the two towns had originally been physically separate, West Hartlepool had been built up with Hartlepool for the past sixty years at least.

67. The county borough council assured us that they would preserve the character and identity of Greatham village, which was however linked to West Hartlepool by the steelworks and was so close to it that the last house in West Hartlepool was little more than 200 yards from the first house in Greatham. They thought that Stockton Rural District Council were reluctant to lose the steelworks and other industrial areas because of the loss of rateable value, but even without these areas the average rateable value per head of population in the rural district would be about $1\frac{1}{2}$ times the average for rural districts in County Durham. In the current year it was estimated that the rateable value per head of population in West Hartlepool would be £11 16s. 9d. whereas the rateable value per head of Stockton rural district would have risen to £34 6s. 8d.—largely owing to the existence of the steelworks.

68. Like Darlington County Borough Council, West Hartlepool County Borough Council objected strongly to the county council's view that the county borough should become a non-county borough in the administrative county. Even if Hartlepool were not amalgamated with West Hartlepool, loss of county borough status should only be contemplated if the county borough council were an incompetent authority. This was not the case, and it was clear that the county council wanted West Hartlepool simply as compensation for the loss of other areas.

Conclusions

69. The major question which we had to consider was whether we had been right in suggesting in our draft proposals that West Hartlepool and Hartlepool should be amalgamated. If this decision was not right, the question arose whether we ought to propose that West Hartlepool should become part of the administrative county. We have posed the questions in this order because the combined population of the two Hartlepoos is already over 96,000.

70. Nothing that we read in the written representations or heard at the conference shook our view that the two Hartlepoos are in fact one community, and their unity was corroborated by the list of common activities and organisations quoted by the county borough council. We conclude that they ought to be amalgamated for local government purposes.

71. The county council avowed that one of their reasons for suggesting that West Hartlepool should become part of the administrative county was to compensate for possible losses on Tyneside and Tees-side. As mentioned before, we deal in Chapter 8 with the effect of our various proposals on County Durham. Here we need merely say that we do not think that there is any argument based on balance of advantage to the inhabitants of County Durham that would justify the demotion of a unified Hartlepool.

72. On the minor issues, there was general agreement about the parts of Elwick, Dalton Piercy and Brierton that we suggested should be included in the county borough, and our proposals here substantially follow our draft proposals except that we have adopted the county borough council's suggestion for including the part of the parish of Hart west of Easington Road and correspondingly reducing the part of the parish of Elwick to be included.

73. The county council agreed that the part of Greatham parish containing the new steel works ought to be transferred to West Hartlepool but they thought that the area south of the railway was, and should remain, part of Tees-side. We have considered the arguments they put forward both at Durham and at the Middlesbrough conference on the Tees-side draft proposals, where they suggested that by extending West Hartlepool to the Tees estuary we were vitiating our own proposals for a single authority for Tees-side. But the works in this area draw their labour mainly from the Hartlepoons which have a character of their own distinct from the riverside areas, and we think that it is right to include the area in the Hartlepoons rather than in the Tees-side county borough.

74. Finally, we considered carefully whether we should put Greatham village into the county borough, and have concluded we should. Although it is an old village, it is industrial rather than rural in character, and its affinities are with the Hartlepoons which it adjoins. We therefore think it should form part of the county borough.

Proposals

75. We accordingly propose that West Hartlepool county borough and Hartlepool borough should be amalgamated as a county borough and that it should be extended to include the parish of Seaton, most of the parish of Greatham and parts of the parishes of Brierton, Dalton Piercy, Elwick and Hart, all in Stockton rural district. The boundaries of the county borough would be as shown in Map 4 and as described in the schedule contained in Appendix 9. As so defined, we estimate that the county borough would have an area of 10,600 acres, a population of 98,000 and a rateable value of £1,320,000.

Chapter 6

Teesdale

Description

76. The boundary between County Durham and the North Riding of Yorkshire follows the course of the river Tees all the way to the sea from the point where the two counties border on Westmorland. In the extreme west are the urban and rural districts of Barnard Castle in the county of Durham and the rural district of Startforth in the North Riding. Startforth, which is isolated by hilly country from Reeth and Richmond rural districts in Swaledale, has a population of less than 5,000, and its natural centre is the town of Barnard Castle, where it has its council offices; it looks to Darlington as its regional centre.

Suggestions of Local Authorities

77. At the outset of our review Barnard Castle Rural District Council suggested that Startforth rural district should be transferred from the North Riding to County Durham, so that the two rural districts together with Barnard Castle urban district could form one authority. Barnard Castle Urban District Council also suggested that either Startforth village should be transferred to County Durham, or if the intention was to create large units, the whole of Startforth rural district should be transferred. Startforth Rural District Council were opposed to any change in the boundary, and told us that their affinities lay with the North Riding. Neither the North Riding County Council nor Durham County Council wanted any change.

Draft Proposals

78. In our draft proposals we said, of the suggestions made by the Barnard Castle district councils, "These suggestions were opposed by Startforth Rural District Council and the North Riding County Council. Startforth village has close links with Barnard Castle and indeed the whole of Teesdale looks to Barnard Castle as the nearest town. There would be some administrative advantages in bringing the communities on both banks of the Tees under one administration, but the Commission are not satisfied that they would be sufficient to justify transferring the people of Startforth rural district from the North Riding against their will."

Reactions to the Draft Proposals

79. Barnard Castle urban and rural district councils dissented both in writing and at the conference. They not only contended that an amalgamation of the three districts would be an ideal unit of local government, but also suggested that if Startforth rural district were not transferred to County Durham and so joined to a district with which it was closely connected, it would have to be joined at the county review to the North Riding districts in Swaledale, with which it had little in common. They invited us to defer making a decision till we had settled the boundaries of the Ridings of Yorkshire.

80. At the conference Startforth Rural District Council reaffirmed their desire to remain within the North Riding, and the two county councils agreed that the Tees constituted the right as well as the traditional boundary between Durham and the North Riding. No light was shed on the likely future of the rural district at the county review, as the North Riding County Council had not considered this question.

Conclusions

81. We consider that Startforth rural district is closely linked to Barnard Castle, but we accept that on physical grounds the Tees is a good boundary and we are reluctant to recommend moving Startforth rural district from Yorkshire to Durham against the wishes of the inhabitants, when any gains could hardly be considerable. We therefore propose no change.

82. We have mentioned that the boundary between the two counties follows the course of the river Tees. In places the river has changed its course since the boundary was last defined, and we propose that where this has happened the boundary should be re-defined to follow the centre of the river.

Chapter 7

Tees-side

The Area

83. Set in the marshes of the Tees estuary between the high moorlands of north Yorkshire and the lower hills of south Durham, the towns of Tees-side have been drawn together since the war, owing to the continued growth and modernisation of industries based on its natural resources of iron, chemicals, level land and sheltered tide-water.

84. Stockton is the oldest of the present towns and grew around its mediaeval market at what was then the lowest bridge point on the Tees, some fifteen miles upstream from the open sea. The direct road from Durham to York still passes over the Victoria Bridge linking Stockton with the historic Yorkshire town of Thornaby. Modern Tees-side, however, is essentially a product of the past hundred years. The world's first steam railway linked Stockton to Darlington in 1825 and paved the way for modern industry. Ironstone from the nearby Cleveland Hills was brought together with Durham coal at the riverside, and an important shipbuilding industry arose. New processes allowed the Cleveland ironstone to be used in the manufacture of steel, and Tees-side rapidly gained a reputation for constructional steelwork, so that by 1914 Dorman Long bridges were spanning rivers and harbours throughout the world with Tees-side steel—though one of the Tees crossings is still by an Edwardian transporter bridge. Although Stockton shared in the growth of iron, steel and shipbuilding industries, these promoted urban growth mainly on the south bank; they gave birth to Middlesbrough and impetus to the older villages of Eston and Redcar. The discovery of vast salt deposits beneath the coastal marshes on the north bank in 1918 completed the framework in which the Tees-side economy has developed, and gave rise to the greatest single concentration of the chemical industry in Britain, dominated by I.C.I. and creating the completely new town of Billingham.

85. Since the war many millions of pounds have been invested in the modernisation of the steel and chemical industries. Automatic processes, requiring a small number of workers per acre but yielding high productivity per head, have been fully developed in some of the world's most extensive chemical and metallurgical works, particularly in the completely new plants which have spread across the south Tees-side marshes at Wilton and Lackenby. As a result of the combination of heavy capital investment with the local resources of land, labour and materials, supplemented by further facilities for the import of further raw material (notably iron ores, which became essential as the local ironstones were exhausted), and the export of processed steel and chemicals, modern Tees-side has enjoyed the most striking industrial growth in the north-east. These post-war developments in basic industry have modernised the local economy and have produced the Tees-side which exists today. The general pattern of development on Tees-side is shown on Map D.

The Existing Local Authority Areas

86. The local government of Tees-side is at present shared by twelve authorities (two county councils, one county borough council, three non-county borough councils, four urban district councils and two rural district councils). The organisation of selected local government services is shown on Map E.

87. Administration on the north bank is in the hands of Durham County Council, Stockton-on-Tees Borough Council, Billingham Urban District Council, and Stockton Rural District Council. Stockton-on-Tees, which is the oldest of these authorities, being a borough by prescription, has at present a population of nearly 83,000, and is expected to grow to 84,000 by 1971. Billingham, which became an urban district in 1923, adjoins Stockton-on-Tees to the east and has a population of 32,480. Stockton rural district surrounds both the borough and the urban district, and has a common boundary with West Hartlepool and Hartlepool, which have been described in Chapter 5.

88. Administration on the south bank is divided between Middlesbrough County Borough Council and the North Riding County Council, with two non-county borough councils, three urban district councils and one rural district council. Middlesbrough, which is the main centre on the south bank, has a population of 157,690 and is expected to exceed 170,000 by 1971. West of Middlesbrough is Thornaby-on-Tees, which became a borough in 1892, and has a population of 22,950. East of Middlesbrough lies the industrialized urban district of Eston, dating in its present form from 1915, with a population of 37,410. East of Eston is Redcar, part industrial town, part seaside dormitory, which became an urban district in 1894 and a borough in 1922, and has a population of 32,520. Next to it on the coast is Saltburn and Marske-by-the-Sea, which became an urban district in 1932, and has a population of 13,200. South and south-east of Middlesbrough are the rural district of Stokesley and the urban district of Guisborough based on those small but well-known townships.

89. The population of Tees-side is growing rapidly. It has increased by over 50,000, or 14 per cent, since 1951. This is nearly three times the average rate for the country as a whole and is quite exceptional in Northern England. Apart from Thornaby, which decreased by 3 per cent, all districts have shared in this growth, but it is in the more easterly areas that the growth has been greatest—in Billingham 34 per cent, in Guisborough 40 per cent and in Saltburn and Marske 48 per cent. The urban growth of the area is illustrated in Figure 1 and on Map D.

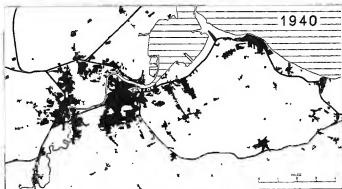
The Suggestions Put to the Commission

90. At the beginning of the review we received suggestions for enlarging Middlesbrough county borough, for creating two new county boroughs based on Stockton-on-Tees and Redcar respectively, and for setting up other new authorities for part or all of the area.

91. The suggested extensions to Middlesbrough and the suggested new county boroughs overlapped. The extensions to Middlesbrough proposed by the county borough council would have increased the population to 224,000 by taking in Thornaby-on-Tees, Eston, the western part of Redcar and the



FIG. 1 The urban growth of Tees-side
(compiled from Ordnance Survey maps).



Built-up areas are shown in black and railways by a continuous heavy black line. Boundaries are not shown. Reference should also be made to Map D which shows the urban development expected in 1971 and includes land used for urban purposes but not covered by buildings.

northern parts of Guisborough and of Stokesley rural district. The argument for this extension was that all these places were within five miles of Middlesbrough town hall and constituted an area in which there was a daily movement to work of a large number of people across the present boundaries, that the enlarged county borough could provide uniform services at less cost than at present, and that the increased penny rate product would mean greater financial flexibility. The county borough suggested by Stockton-on-Tees would have had an estimated 1958 population of 135,000 and included Billingham and twelve parishes of Stockton rural district on the north bank and Thornaby-on-Tees on the south bank. The borough council thought that the High Street in Stockton-on-Tees was a natural centre for the area, that better services could be provided in a county borough with enlarged resources, and that a county borough council could provide more responsive local government than a county council in a distant county or shire hall. The county borough suggested by Redcar included Eston, Guisborough and Saltburn and Marske-by-the-Sea; at the time the suggestion was put forward the population was only 83,000, but it was expected to rise to 108,000 by 1971. The idea underlying this suggestion was that all the authorities concerned had common problems and were predominantly urban in outlook, in contrast to the rural areas in the rest of the county.

92. The fact that the same area was in some instances claimed by two authorities, e.g. Thornaby by Middlesbrough and Stockton-on-Tees, Eston by Middlesbrough and Redcar, was a preliminary indication of the community of Tees-side, and this indication was strengthened by certain other suggestions put to us. Stockton-on-Tees said that they were willing to co-operate in a single authority for the whole of Tees-side, and Thornaby-on-Tees, who wanted to remain a separate authority, were willing to consider a two-tier system for Tees-side. Saltburn and Marske-by-the-Sea wanted a new county for the north-east part of the North Riding, taking in, as well as their own area, Middlesbrough, Redcar, Thornaby, Eston, Guisborough, Loftus, and Skelton and Brotton. A single authority for the whole area of Tees-side was also suggested by the Tees-side Study Group, a group of local business and professional men, who wanted a single county borough to take in Middlesbrough, Thornaby, Stockton-on-Tees, Billingham, Redcar and Eston, together with parts of Guisborough and of Stockton and Stokesley rural districts.

93. The other Tees-side authorities, however, including the two county councils, saw no sufficient reason for any major change in the existing boundaries on Tees-side.

Draft Proposals

The problem

94. The situation as we saw it was one of a rapidly growing area, already unified by the great steel and chemical works developing round the deep-water estuary and drawing workers from all over the area, which was tending to become a single built-up unit. The remaining gaps between the built-up parts, already narrow, were bound to diminish even more on current proposals for building up to 1971. Much of the older development looked outworn and ill-sited in relation to the recent growth of industry downstream on both sides of the river.

95. It therefore seemed to us necessary to ensure that the pattern of local government was such as to make the planning of development and the organisation of services fully effective, and to make certain that new development, such as houses, main roads, bridges and shops would match the growth and location of industry instead of perpetuating the patterns of the past. We were impressed by the need on Tees-side for more housing to relieve overcrowding, to replace outworn properties, and to meet the increase in population due to industrial expansion. Yet unless Tees-side could be planned as a whole, it seemed to us impossible to ensure that new houses would be built in places most convenient for the people who would live in them, as it was difficult for the present ten separate housing authorities, each with their own housing list, to do other than build within or near their own boundaries.

96. Again if Tees-side were dealt with as a number of unrelated or even competing units, there would probably be a multiplication of shopping centres and public buildings on a scale which would not match the present and future importance of the area as a whole. On the other hand, if it were planned as a whole, redevelopment to serve such a large area would stimulate the demand for better shops and office buildings and could lead to good layouts and more amenities of every sort, while public buildings, libraries and concert halls for a population of 400,000 would provide scope for bold and imaginative planning.

97. In the administration of police, fire, ambulance and civil defence services the Tees-side authorities already co-operated; yet in our view the convenience and effectiveness of this co-operation were limited by the division of ultimate responsibility between different authorities.

Possible solutions

98. To achieve the desired comprehensive handling of the problems of Tees-side as a whole three possible ways of reorganising the local government structure came up for consideration.

99. The first was to divide Tees-side into two county boroughs, one for each side of the river. We discarded this idea on the ground that such a scheme would deny recognition of the underlying unity of Tees-side and cause a considerable upheaval without providing a single organisation to examine and meet the needs of the whole area. There might indeed be great rivalry between two such strong independent authorities.

100. The second possibility was a continuous county of Tees-side. A continuous county can be proposed only for a special review area. We could have asked the Minister of Housing and Local Government to make an order constituting Tees-side such an area, but we decided not to do so, on the ground that the urban area of Tees-side was not large enough to require such a form of government, and that it would not be possible to achieve a satisfactory division of functions between the county and suitable lower-tier authorities.

101. The third possibility was a single county borough for the whole of Tees-side. It appeared to us that this form of organisation would truly reflect the underlying unity of the area, and that Tees-side, unlike Tyneside, was not so large as to render such an authority unwieldy. To enable the whole continuous area of industry and residential development to be planned as one, the area of the county borough ought to cover not only the riverside

authorities' areas, but also the northern part of Guisborough urban district, with the Wilton Chemical Works, and the adjacent growing residential areas.

102. We accordingly proposed that a new county borough should be formed composed of the county borough of Middlesbrough and the boroughs of Redcar and Thornaby, together with most of the borough of Stockton, the urban districts of Billingham, Eston and Saltburn and Marske-by-the-Sea and parts of Guisborough urban district and Stockton and Stokesley rural districts. The proposed county borough would have an area of about 42,000 acres with a population of 390,000 and a rateable value of over £5½ million.

Reactions to Draft Proposals

103. These proposals were discussed in written representations by the various authorities and bodies concerned and later at the conference held in Middlesbrough on 21st and 22nd November, 1962. For convenience of exposition we take the written and oral comments together. (A complete list of the authorities and bodies represented at the conference is given in Appendix 5.)

104. There was a striking change in attitude since the opening of the review. The idea of a single county borough for Tees-side now received support from Middlesbrough County Borough Council, Stockton-on-Tees Borough Council, and Redcar Borough Council, who together represent 70 per cent. of the population of the proposed county borough. Stockton Rural District Council also characterised our proposals as sound and logical, though they expressed their concern at the financial effect on County Durham. Skelton and Brotton Urban District Council, whose area we proposed to leave out of the new county borough, suggested that it should be included. Some interested organisations also supported the draft proposals.

105. The opponents of our proposals were not all agreed among themselves, for some agreed with us that Tees-side was a unity but suggested the formation of a continuous county, while others denied that Tees-side was a unity and advocated the maintenance of the status quo.

Arguments for maintaining the status quo

106. The case against a single county borough and in favour of maintaining the status quo was argued by the two county councils, by Billingham, Eston and Guisborough urban district councils, and by Stokesley Rural District Council.

107. The gist of their arguments was as follows :

- (a) Tees-side did not form an economic entity and ought not to be planned on its own, for its future must be considered together with that of the surrounding counties. Durham County Council in particular stressed that a Tees-side authority was bound to be self-centred by reason of its very creation, whereas ever since 1952 the county council had been attempting to attract industry to the north-east in general. They had been in close, indeed almost daily, contact with the Board of Trade, Ministry of Labour and the North-East Trading Estates, and had become the largest contributors to the North East Development Council. Many industries had been established in the county as a result of the county council's willingness to find sites, buying them compulsorily if necessary, and giving financial and other assistance. They had also set about improving conditions throughout the whole county, not only

by tidying up derelict sites and spoil heaps but also by planning the regrouping of population from small mining communities into reasonably sized urban units, as well as playing a prominent part in redeveloping the centres of existing towns.

- (b) On the other hand within Tees-side there was now no need for comprehensive planning. The relation between houses and industry was already settled. The I.C.I. works were fixed, the new industrial development would go eastwards in an area unsuitable for housing owing to atmospheric pollution. Much of the shopping and related development was also settled and built. Nor could Tees-side ever be planned and developed as one town with a single large attractive civic and commercial centre, considering its size and elongated shape, 16 miles long by 9 miles wide. The constituent communities would still need their own shopping centres and libraries.
- (c) There was no need to do away with the existing multiplicity of authorities when it had not led to any awkward results. The North Riding County Council urged that the area, far from coalescing into a single built-up area, was developing into a number of vigorous independent authorities physically separate with a very strong local community interest: and that the Tees itself would be a serious obstacle to the development of the unity of the areas north and south of it.
- (d) As for housing, there was a record of successful housing achievement on both sides of the river. On police matters there was already full co-operation between the two county authorities and the Middlesbrough County Borough Council. The proposed alteration would still leave three police authorities and would have the disadvantage of cutting off the urban area from the adjoining rural areas. The fire stations were already sited just where they would be sited in the event of the proposed reorganization. The ambulance authorities on both sides of the river already co-operated and arranged that an ambulance crossing the Tees with a patient should not come back empty. The proposed alterations would upset the existing arrangements with adjoining areas. There would be no gain from the proposals as regards civil defence, for in the event of an attack Tees-side would have to look to the counties for assistance, particularly if the bridge were destroyed.
- (e) The excision of Tees-side from the counties would do them serious harm. The North Riding would lose 28.8 per cent of its population and 37.5 per cent. of its rateable value, while losing only 1.6 per cent. of its area, with the result that it would become an almost entirely rural county with considerably reduced resources and a more sparsely populated area than any other English county except one. County Durham would lose 50,000 acres, nearly £4½ million in rateable value, and over 325,000 of its population from these and other proposed changes. It was wrong to concentrate financial resources in urban areas, for while the county districts relied on the towns for town facilities, townspeople relied equally on the country. The difference was that whereas town facilities provided an abundance of local

revenue from the rates, rolling fields and hills gave no revenue to country administrators.

108. The Billingham, Eston and Guisborough urban district councils made the special point that the inclusion of their areas within the proposed county borough would probably increase the financial burdens of their ratepayers. The proposed county borough would be below average in density and the substantial rate deficiency grants at present made to Middlesbrough, Stockton, Thornaby and Saltburn would not be payable to the new authority, so that the ratepayers of the other areas in the new county borough would be making up the deficiency instead of the Exchequer. Billingham and Eston urban district councils also had doubts about the future industrial expansion of Tees-side.

Arguments for a continuous county

109. The formation of a continuous county was advocated by Thornaby-on-Tees Borough Council and the Tees-side Communist Party. Saltburn and Marske-by-the-Sea Urban District Council also favoured a two-tier system for Tees-side. They agreed that Tees-side ought to be made an administrative area on its own, but contended that it was too large for the personal services of housing and day-to-day planning to be satisfactorily exercised by a single authority, and that a single county borough for such a vast area would be an artificial creation, as each community had grown up separately instead of being brought into being by a growth outwards from a common centre. They endeavoured to meet our objections to a two-tier system for Tees-side in the following way:

- (a) The existing multiplicity of housing authorities did not mean that people could not get houses in places convenient to them, for while they could certainly not all live close to their work, nobody wanted to live on top of his work, and the authorities combined in an exchange system to enable tenants to change houses from one area to another if they wished.
- (b) The existing authorities were carrying out redevelopment in a perfectly satisfactory manner.
- (c) Even supposing that the formation of a single county borough would benefit industry, this advantage was of less importance than the advantage to the inhabitants of a devolution of the more localised services. In any case, no industry on Tees-side had publicly claimed to have been hindered by the existing administrative organisation, and the rapid industrial growth which had occurred was a good indication that there had been no such hindrance.
- (d) Tees-side could not be said to be too small for a continuous county, when its population would exceed that of the existing North Riding and, for example, that of Norfolk or Wiltshire.
- (e) A satisfactory division of functions could be achieved, for the upper-tier authority could deal with overall planning, main roads, education, police, fire-fighting, sewerage, and civil defence, leaving other services to the lower-tier authorities. (According to Thornaby-on-Tees Borough Council there could be three lower-tier authorities, the

first consisting of Middlesbrough, the second of Billingham, Stockton and Thornaby, and the third of Eston, Redcar and the rest of Tees-side. Saltburn and Marske-by-the-Sea Urban District Council dissented on this point, thinking the existing districts satisfactory. The Tees-side Communist Party, who wished to see the Hartlepoons included, suggested that ultimately the second tier could comprise four boroughs centred on Middlesbrough, Stockton, Cleveland and the Hartlepoons.)

Arguments for one county borough

110. The arguments in favour of a single county borough were put by Middlesbrough County Borough Council, Redcar Borough Council and Stockton-on-Tees Borough Council, with the support of Middlesbrough Trades Council, the Redcar Trades Council and the Tees-side Study Group.

111. These arguments are typified by the following extract from the speech made at the conference on behalf of the Stockton-on-Tees Borough Council :

" . . . The council think that too little thought is given by many people to the future and too much to the past. There has been no fundamental change in local government organization since 1888 notwithstanding the fact that great changes in practically everything else have taken place. Time and distance have shrunk considerably with the invention of the internal combustion engine, the radio and the telephone. Such changes are continuing and it seems to the Stockton Council that the time is ripe to rearrange the local government organization of Tees-side the better in order to meet both present and future changes, with emphasis on the future most certainly.

" There are already some examples of larger units operating on Tees-side ; for instance, the Tees Port Health Authority, the Tees Valley and Cleveland Water Board, the Tees Conservancy Commission and the Wear and Tees River Board. Those are all units operating now within the unity and to the unity of this particular area. All these authorities were established for the better provision of services over a much wider area than that of a single authority.

" To a more limited degree there is partial integration of local authority transport arrangements in the Middlesbrough and Stockton corporation undertakings and the Tees-side Railless Traction Board. The employed population, both industrial and administrative, is drawn from the whole of the area and daily travels within it at one time or another. Living and working in one town was necessary only when transport was primitive. Distance has been annihilated and therefore residential qualification for employment in any town has become non-existent.

" It should be appreciated that our customs and practices in sports, in the arts and education have to all intents and purposes been unified, and that an integration of Tees-side would only succeed what in many spheres has preceded it. The hospitals in this area now treat all patients on Tees-side irrespective of residence, and whilst there may be two committees dealing with a division of the hospitals, the treatment of our population is uniformly carried on irrespective of either boundaries or committees.

"The present fragmentation of local government on Tees-side is not inducing the best people to come forward from all parties to representative local government as they feel matters for consideration are not of sufficient importance for them to decide upon for the time that they have got to spend on them If the Commission's proposals are adopted there will arise out of Tees-side a city which will rank with the other great cities of this country"

Examination of Objections.

112. Notwithstanding the weight of support in favour of our draft proposals, we have carefully examined the objections raised to them and to the underlying idea of the unity of Tees-side.

Nature and future of Tees-side

113. To settle the question whether Tees-side is a unity or merely a geographical title for a medley of ten adjacent urban areas, it is necessary to consider a little more closely why and how it has ever come about that there are these ten adjacent urban areas forming a virtually continuous stretch of urban development over much of the flat lands around the estuary.

114. The answer is undoubtedly that it is due to an industrial impetus. The growth of industry has been facilitated by the availability of navigable tidal water, easy access to coal and especially to the high quality metallurgical coking coal of south-west Durham, the former presence of large ironstone resources, the existing salt and anhydrite deposits, and flat land capable of being easily developed for docks, industry and housing. With such incentives as these Tees-side has evolved over the last century into a heavily industrialised agglomeration which is manifestly distinct, and physically separated, from the other industrial and urbanised communities of north-east England. It is dominated by three staple industries—the heavy iron and steel industry, heavy chemicals, and to a lesser extent shipbuilding and marine engineering.

115. The spread of industrial installations from one local authority area to another has made manifest the fact that from an economic point of view Tees-side is now a place and not merely a collection of places. This process of unification has been intensified by the expansion of new residential areas to house 50,000 more people, and to re-house those moved from the older slum areas. Over 30,000 new homes have been built on Tees-side since 1951. The effect in the physical consolidation of the whole of Tees-side is particularly noticeable to the east, where the formerly separate coastal dormitories of Redcar, Saltburn and Marske are being brought more closely into the urban whole. This process must continue as population grows, numbers of families increase and the urban environment is renewed. Map D in the folder shows that the three existing local planning authorities expect Tees-side to be a fairly compact whole by 1971.

116. Tees-side has, moreover, a community of interest and outlook fostered by a similarity of occupation. Even in 1951, according to the Industry Tables of the census, the steel and engineering industry (Orders V, VI and VIII), occupied three-quarters of those working in Eston, nearly half of those working in Thornaby and between 20 per cent and 30 per cent of

those working in Middlesbrough, Redcar, Stockton and Billingham. Again, the chemical industry (Order IV) occupied 65 per cent. of those working in Billingham, 27 per cent. of those working in Redcar and substantial numbers working in Middlesbrough, Stockton and Eston. With the expansion of the Wilton works since 1951, the chemical interests have spread further still.

117. The volume of the 1951 census entitled "Report on Usual Residence and Workplace" shows that Tees-side was then pretty well self-contained as an industrial unit, but that within it many people did not confine themselves for their work to the district in which they lived. Only 3 per cent. of the workers living within Tees-side moved outside to work, and nine-tenths of the 157,000 people working within Tees-side lived within it. On the other hand within Tees-side one worker in every three worked outside the district in which he lived, and 12 per cent. of all workers (over 17,000) crossed the river to work. The daily movement to work on Tees-side is illustrated in Map F. It is true that these statistics represent conditions twelve years ago and that large-scale house building since 1951 may have done something to reduce the volume of daily movements; but considering the overall growth of population, the increase in car ownership, the influx of new industry and the peak hour traffic flow over the bridges and both eastwards and westwards from Wilton, Lackenby and Billingham, it is unlikely that the 1961 census will show a markedly less inter-connected picture.

118. The basic community of interest is also patent from the number of organisations common to Tees-side as a whole, the movements to Middlesbrough and Stockton for shops and cinemas, to Middlesbrough for football, to Stockton racecourse (in Thornaby) for the races and to Redcar and Saltburn for week-end outings.

119. For these reasons we find it an inescapable conclusion that Tees-side is now substantially a single economic, physical and social entity, in which, despite the inadequacy of its bridges, the Tees has served as an industrial stimulus and unifying force for the whole area. Nor is it likely, despite the doubts voiced by Billingham and Eston urban district councils, that this process of unification will be arrested and the industrial growth halted. Whatever economic fluctuations there may be in Tees-side the potentialities of the area are still far from being fully realised. There are considerable tracts of land eminently suited to modern industry, waiting to be developed or reclaimed beside one of the few sheltered, deep-water estuaries on the east coast. These inherent natural advantages must assert themselves over the years, all the sooner given more capital investment and a local government structure able to appreciate the needs of Tees-side as a whole and to facilitate the execution of new industrial schemes. The chemical industry is branching out further into the field of plastics, while the Rochdale Committee has recommended early completion of port improvements and the 1963 Budget should stimulate industrial development in the area.

Economic links with the counties

120. Even if, however, it is accepted that from the economic point of view the parts of Tees-side are not separable, it is necessary to meet the objection by the county councils that Tees-side is not a unit on its own,

because its future has to be considered together with that of the surrounding counties. Of course it is true that Tees-side cannot be isolated completely from the surrounding counties or, indeed, from the rest of the North-East although, as indicated previously, few people journey into Tees-side or out of Tees-side for their daily work. Tees-side is, and will remain, part of the North-East and what happens in Tees-side must affect and be affected by what happens elsewhere. That would be true whether the local government structure remained unchanged or not. The important point we think is whether the present structure is the best to enable the Tees-side area to develop itself to the greatest advantage and to play its full part in the development of the North-East. Acceptance of the proposition that the whole area of Tees-side is part of a larger region does not involve acceptance of the proposition that the existing local government units should remain substantially unchanged; nor does it imply that Tees-side has not a unity of its own which fits it to be one local government unit taking its place alongside others in the region.

Planning

121. The county councils contended that the main planning issues had already been settled in that the location of industry and housing was already fixed. It seems to us to be over-sanguine to treat the important planning issues as already settled, for planning in an urban area can never be static; it must be a continuous process of adjustment to meet new developments in many forms of human activity. For instance the great increase in motor traffic involving radical consideration of road patterns in order to avoid intolerable congestion, particularly at hours of travelling to and from work, and the renewal of shopping centres is nowadays usually a matter not only of replacing old buildings with new ones, but also of providing some measure of segregation of pedestrians and traffic. The aims of the planning of Tees-side ought to include the encouragement of its industry and commerce, the reclamation of its marshlands, the construction of new roads and bridges, the renewal of the obsolete parts of the old riverside development, the designing of new centres, and the provision of new amenities.

Neighbourhood centres

122. In opposing our suggestion that the planning of public buildings and libraries could be on a more imaginative scale for a population of some 400,000 people, the county councils pointed out that the constituent communities would still need their own shopping centres and libraries. We entirely agree with this, and it seems that our statement of draft proposals gave rise to some misunderstanding. We did not mean that there should be only one shopping centre, one library and so forth, but that there should be only one plan for these things. This might involve several shopping centres, main and branch libraries, etc. but there would be a coherent plan relating to their scale, location and number.

Police and fire services, etc.

123. We accept the statement of the county councils that there is full co-operation between the existing three authorities on police matters, and our proposals would still leave three authorities to co-operate. But it seems to us far more convenient that the three authorities should have

boundaries separating the mainly urban area from the mainly rural hinterland, than that the urban area, with its typical urban problems, should itself be divided as at present. The same argument applies to the fire service, the ambulance service, and to a lesser degree to civil defence.

Financial burdens

124. The objection raised by Billingham Urban District Council and others that the resources of their districts would be spread over the whole of Tees-side, thus relieving the tax-payer of the deficiency grants payable at present to poorer areas such as Middlesbrough, is not a defect but a merit of our proposals. Billingham had the good fortune to be chosen as the site of the enormous L.C.I. works which draws its employees from all over Tees-side. Billingham has few problems of obsolescence; its period of rapid growth began when town planning was recognised as having a vital part to play in shaping the urban scene to meet the needs of the urban inhabitant and the urban worker. Its council, aided by the county, has seized its opportunity with enterprise and initiative. It is only reasonable that the resources of Billingham in land and rateable value and the vitality of its elected representatives should be employed in such a way as to benefit not only Billingham but also the rest of Tees-side from which it draws much of its strength.

125. In short, the unity of Tees-side seems to us on further examination to be established and to be an important factor in the local government problems.

Idea of a continuous county

126. Thornaby-on-Tees Borough Council and Saltburn and Marske-by-the-Sea Urban District Council accepted the unity of Tees-side but argued for a continuous county. In criticising our belief that Tees-side was not large enough to need a two-tier form of government, the borough council observed that its population would exceed that of certain other administrative counties. The counties mentioned by them, however, not only have populations greater than that of our proposed county borough, but also are counties having large rural areas and isolated urban communities with separate interests; second-tier authorities are needed in such circumstances to avoid the remoteness that would follow from having only one authority, and to cater for the separate local interests. The administration of this comparatively small and unified area, on the other hand, could quite well be carried out by a single authority, and it would be extravagant to set up several authorities where one would do.

127. It is true, as the borough council remarked, that the constituent communities of Tees-side have grown up separately and not spread outwards from a single centre. But, as we have said, this coalescence of originally isolated settlements is not accidental but resulted directly from industrial growth, and this coalescence itself has put an end to the original isolation. Not that Tees-side is now an undifferentiated urban mass, but the various communities are parts of a coherent whole, and are in many things closely dependent on each other. The willingness of Middlesbrough, Stockton and Redcar to see it in that way is a strong confirmation of this view.

Effect on counties

128. The county councils pointed out that the establishment of a new county borough for all Tees-side involves a serious reduction in the resources of

County Durham and the North Riding of Yorkshire. We have reached the conclusion, however, as we argue in Chapter 8, that Durham, which is also affected by our proposals for the Tyneside Special Review Area and by other proposals in this report, will not on that account cease to be a strong and effective county. The future of the North Riding was considered in our draft proposals for the York and North Midlands General Review Area and discussed at the conference on the Ridings. We shall discuss the position of the North Riding in our report on that review area, but at this stage it is enough to say that after considering the effect on the North Riding of our proposals for Tees-side, we do not see justification for altering our proposals for Tees-side.

Conclusions

129. We arrive, then, at the following conclusions :

- (a) Owing to the remarkable growth and modernisation of industry in Tees-side based on its natural resources of iron, chemicals, level land and sheltered tidal water, the towns of Tees-side have been drawn together. There has been a spread of industrial installations from one town to another, and new residential areas have been developed throughout Tees-side to provide for its growing population and to re-house people moved from older slum areas. Tees-side is likely to continue growing and in this process its parts will be drawn together even more closely.
- (b) Few people living in Tees-side go outside the area to work, and few come into Tees-side to work, but many living in Tees-side journey from one part to another for their work as well as for shopping and entertainment.
- (c) The division of Tees-side into ten different local authority areas consisting of one county borough and nine county districts, with these county districts falling within areas of two administrative counties, is a division which is no longer relevant to the nature and problems of Tees-side. Among the local authority areas on Tees-side the distribution of rateable resources is fortuitous and unequal.
- (d) With the southern moorland, the coast and the river, Tees-side has a splendid setting and it ought to be made worthy of its 400,000 inhabitants. This task requires a comprehensive plan for the whole area designed to secure the benefit of its port, its industries and its commerce, the reclamation of its marshlands, the building of new roads and bridges, the renewal of obsolete parts of the old riverside development, the designing of new centres and the provision of new amenities.
- (e) This formidable task gives scope not for ten authorities to develop or redevelop ten towns, but for a single authority to work out the details of the probable future growth and needs of Tees-side, and then prepare and carry out a single plan for the whole area.
- (f) Tees-side is small enough for a single authority not only to prepare and execute such a comprehensive plan but also to provide all other local government services as well. A single county borough would therefore be the most convenient as well as effective form of government for Tees-side. The proposed county borough council, who would have the resources to employ a very strong staff, would be able to make

the provision of houses and wider educational opportunities part of a comprehensive scheme for making Tees-side an attractive modern city.

- (g) The establishment of a new county borough for all Tees-side would certainly involve a reduction in the resources of County Durham and the North Riding of Yorkshire, but not so as to prevent these authorities from being vigorous and effective. The effect on the two counties does not constitute an over-riding objection to the establishment of the proposed new county borough.

The Boundaries of Tees-side

130. The Tees-side Communist Party suggested that the Hartlepoons should be drawn in as the fourth quarter of an integrated Tees-side county but, as mentioned in Chapter 5, the Hartlepoons have a character of their own distinct from the riverside areas, and they are not so closely linked with these areas as these areas are with each other. Skelton and Brotton Urban District Council asked for their area to be included in our county borough. It is unusual for an urban district council to want their area to be included in a county borough, and we considered carefully whether this was a case where we could meet the wishes of the inhabitants. However, Skelton and Brotton urban district covers an area more than twice the size of Middlesbrough, with a population density of less than one person per acre. It is separated from Tees-side by a 400 foot escarpment, and sends only a small proportion of its population to work in the central part of Tees-side. We have, therefore, concluded that this district cannot be regarded as part of the urban Tees-side for which we propose a county borough.

131. Both Middlesbrough County Borough Council and Stockton-on-Tees Borough Council claimed that not enough land was included in the proposed county borough for foreseeable housing requirements, and both authorities asked for the inclusion of more land on their immediate peripheries for this purpose. (1) The ultimate decision on these boundaries must depend on planning decisions. We have, however, reconsidered these boundaries and accept that as at present drawn they may not make sufficient allowance for urgent housing needs. We have accordingly amended the proposed boundary west of Stockton to include within the county borough some 500 acres of additional land in the parishes of Norton and Elton, without bringing in the village of Elton itself.

132. We have also considered similarly amending our proposed boundary south of Middlesbrough to include more land for development. It would be possible to include some land south of the Thornaby borough boundary in the parishes of Maltby and Stainton, but to make proper provision it would appear to be necessary to take in substantial areas near the villages of Stainton and Hemlington and possibly to include the villages themselves. While we leave the boundary given in our draft proposals which make the minimum provision of land, we recognise that more may well be required, and that this might mean the inclusion of land south of the Tees-side Parkway.

(1) Some land will be necessary to provide for additional employment and for the re-housing of people who must live near their work in Stockton and Middlesbrough. The information provided to us shows that a maximum of only 250 acres of land are available for housing in Billingham, and only 420 acres in Stockton.

133. Representations were made to us that the areas of Old Saltburn (Saltburn and Marske-by-the-Sea urban district), Wolviston (Billingham urban district), and Eston Moor (Eston urban district), which we proposed to exclude from the county borough, should not be severed from the rest of their present county districts. We have reconsidered these exclusions, and accept that Old Saltburn should be added to the proposed county borough, and that the boundary of the existing Saltburn and Marske-by-the-Sea urban district should be slightly adjusted to follow recognisable physical features.

134. We see no sufficient reason for bringing in the village of Wolviston which retains an identity distinct from the rest of Billingham, and is not physically linked to it nor again do we include Eston Moor, which is similar to other large tracts of moorland adjoining it in Guisborough urban district. Indeed in our view the appropriate boundary in the Eston Moor area might well be the line of the proposed Tees-side Parkway, but as this line is not yet firm we adhere to the line previously proposed.

135. A number of other minor boundary adjustments have been made to correct small anomalies.

Proposals

136. We accordingly propose the formation of a Tees-side county borough by the amalgamation of the whole of Middlesbrough county borough and the whole of the boroughs of Redcar and Thornaby-on-Tees in the North Riding of Yorkshire; most of Stockton-on-Tees borough and Billingham urban district in County Durham and of Eston urban district and Saltburn and Marske urban district in the North Riding; parts of Guisborough urban district in the North Riding; parts of the parishes of Norton, Elton, Preston-on-Tees, Carlton and Grindon in Stockton rural district in County Durham; and most of the parish of Ormesby and parts of the parishes of Marton, Nunthorpe and Stainton in Stokesley rural district in the North Riding. The boundaries of the proposed county borough would be as shown in Map 3 and as described in the schedule contained in Appendix 9. As so defined, we estimate that the county borough would have an area of 43,700 acres, a population of 391,000 and a rateable value of £5,825,000.

Chapter 8

The Effect of our Proposals on County Durham

137. In Appendix I we set out the effect on the present administrative county of Durham of our proposals for both the Tyneside Special Review Area and this review area. Briefly, they reduce the population from 965,000 to 615,000, the rateable value from £10,595,000 to £5,990,000 and the area from 620,300 acres to 560,400 acres. The rateable value per head of population is reduced from £11 0s. 0d. to £9 15s. 0d.

138. Durham County Council made the same general points in their representations on our draft proposals for Tyneside and on those for this area. These may be summarised as follows:—

- (a) The proposals would mean departing from the ancient and well-defined boundaries of County Durham constituted by the Tyne, the Tees, the Pennines and the sea.
- (b) They would involve treating in a piecemeal fashion the industrial problems of the county, whereas these ought to be treated as a whole. Owing to the decline of the county's traditional industries of coal-mining and ship-building, new industries must be attracted to take their place.
- (c) They would greatly reduce the county's total population and rateable resources, which would be a severe blow, for the county was already poor in terms of rateable value per head of population but was effective because of its large total population and resources. The more prosperous parts would be taken away from the administrative county, and Durham would thus become unduly dependent on rate deficiency grant. This would be all the more damaging because migration was to be expected both from the county to other areas and also from one part of the county to another. If one part was losing population, there was a direct effect on the county's share of the Exchequer general grant, and the administrative machinery could not be run down in proportion to the loss of population. Migration from one part of the county to another necessitated expenditure on new services in the developing areas without comparable savings in the losing areas. Both factors thus involved an extra burden on county finances.

139. We appreciate that the traditional boundaries of the geographical county of Durham are set by well-defined physical features; the county has its own marked identity going back to Saxon times, when it became distinguished as "St. Cuthbert's land" from the rest of Northumbria. Nevertheless, local government cannot be based entirely on traditional loyalties: while these have their important part to play, other factors such as those we have mentioned in discussing Tees-side, must also be taken into account.

140. Similarly, we can see the force of the county council's apprehension lest anything be done which would weaken the efforts they have been making

to bring new industry into the county. We have been informed about the industrial promotion work of the county council, and it is impressive. They have co-operated with government departments in attracting new industry to the area and have planned for the growth of those parts of the county best placed for growth, to match the run-down in less fortunate parts. They have developed information and publicity services and have given help to all interested firms besides doing what was possible, with their many other commitments, to improve the attractiveness of the county and tidy up derelict areas. Many firms have, as a result, come to the county.

141. While paying tribute to these continued efforts we think that industrial promotion work will gain more than it loses if our proposals take effect, looking at the geographical county as a whole. Authorities able to look at the potentialities of the Tyneside and Tees-side areas in their entirety must be best placed to foster industrial prosperity there in whatever ways local government can help. In the Hartlepoons we confidently believe that there would be increased effectiveness from union, which would extend to the services local government renders to industry. In Sunderland and Darlington the industrial aspect of things will not be much affected by what we propose.

142. The rest of the county will certainly be restricted in the scope of its industrial promotion work by the restriction in its area, but it will not lose all likely points of growth. Nor will it be so straitened in resources or size of population that it cannot continue the sort of promotion activities it has been pursuing. These depend on the vigour and imagination of its council and officers but are not a costly item in the county's expenses.

143. If the county council were making sure that there were always as many new jobs arising in the areas of industrial growth as there were jobs closing down in the areas of industrial decline, the timing of their operations would be disrupted by what we propose. In fact, however, all that they are doing, which is all they can do, is to strive manfully to encourage industrial growth in the most promising places, in the hope that such growth will prove to offset the decline elsewhere.

144. Therefore, although the county will lose something, we do not believe that it will lose as much as some of the big urban areas will gain in ability to promote industrial growth effectively. If Tyneside and Tees-side prosper, experience suggests that that very fact will increase the prosperity of the county districts within easy reach of them. Indeed this is shown, we think, by recent patterns of development in and around other areas where there has been considerable expansion. It is our hope that by rationalising and simplifying the structure to fit the contemporary scene new impetus will be given to industrial expansion and that the benefits will not be confined to the large towns.

145. Turning now to more general considerations, we would not attempt to minimise the effect of our proposals for the Tyneside Special Review Area and this review area on the population and resources of the administrative county. We agree with the county council in attributing importance to total rateable resources, and we appreciate what they say about the heavy expenses that must be borne by a county with a shifting population. Nor have we disregarded the effort and expense of adjusting the administrative machine to

deal with the reduced county. Nevertheless, we think that a comparison of Durham as reduced with some of the existing English counties may help to put the matter in perspective. As reduced, Durham would have a population greater than that of the present administrative county of Nottinghamshire and would be fifteenth in order of population of the 49 English counties. The total rateable resources would be more than those of the present administrative county of Bedford and would rank twenty-second in the list of English counties' rateable values. The county council have drawn our attention to the increase in rate deficiency grant that would be needed to bring their rateable resources up to average, and have expressed fears that not all their increased expenditure would in fact attract grant. As we have said in our report on the Tyneside Special Review Area, we think that the Report of the Working Party on Rate Deficiency Grants issued in September, 1962, offers some reassurance on the latter point. On the former, we would only say that the system of rate deficiency grants is designed to give all local authorities at least average financial resources without detailed control by central government, and our discussions with local authorities have hitherto led us to believe that the system has had that effect.

146. If all our proposals affecting the administrative county of Durham were put into effect, it would have a substantially smaller population than at present, and smaller resources, and it would be foolish to deny that this would mean a difficult period of adjustment; but with a population of over 600,000 it would still have a population large enough to justify the provision of local government services of high standards and diversity and the resources to provide these services. Furthermore, we are satisfied that the gain to the large urban authorities would more than outweigh the loss to Durham, because they would not only have the added population and resources but would be concerned with areas which should benefit greatly from a more unified administration. In short, our examination of the effects of what we propose on the population and resources of Durham convinces us that these effects do not constitute an over-riding objection, and that Durham will still remain a convenient and effective county.

Appendix 1

(Introduction, para. 1)

TABLE 1

*Area, Population and Rateable Value in 1962 of
Existing Administrative Counties and County Boroughs*

	Area (acres)	Population	Rateable Value £
<i>Administrative Counties</i>			
Durham	620,272	964,550	10,596,904
Northumberland	1,276,204	487,170	5,529,825
Yorkshire, North Riding	1,354,657	407,390	5,524,328
<i>County Boroughs</i>			
Darlington	6,469	84,400	1,382,449
Middlesbrough	7,131	157,690	1,796,983
Sunderland	8,575	190,580	2,482,152
West Hartlepool	4,679	78,220	915,993

NOTE: In Table 1, acreages are from the 1961 Census Preliminary Report, populations from the Registrar-General's published estimates for mid-1962 and rateable values from Rates and Rateable Values (Return published by H.M.S.O. for the Ministry of Housing and Local Government, 1962).

TABLE 2

*Estimated Area, Population and Rateable Value
in 1962 of Local Government Areas as Proposed*

	Area (acres)	Population	Rateable Value £
<i>Administrative Counties</i>			
Durham	560,400	615,000	5,990,000
Northumberland	1,259,000	307,000	3,300,000
Yorkshire, North Riding (*)	1,333,200	290,000	3,475,000
<i>County Boroughs</i>			
Darlington	6,800	85,000	1,390,000
Sunderland	12,800	219,000	2,725,000
Tees-side	43,700	391,000	5,825,000
The Hartlepoons	10,600	98,000	1,320,000

NOTE: In Table 2, the figures are as far as possible derived from the same sources. Where part only of an existing authority is being included in a proposed area, the best possible estimates have been made without further consultation with the local authorities concerned, using where appropriate figures supplied by authorities either in their original submissions or in their representations on draft proposals. For this reason the figures for proposed authorities are only approximations, although they are sufficiently accurate to demonstrate the relative sizes and rateable sources of these authorities. Estimated areas are rounded to the nearest 100 acres, population to the nearest 1,000 persons and rateable values to the nearest £5,000. It is not claimed that they are necessarily accurate within these limits.

(*) As affected by proposals for the North Eastern General Review Area only.

TABLE 3

*Effect of Proposals on the Administrative Counties of
Durham, Northumberland and Yorkshire, North Riding. (1962)*

	Acreage	Population	Rateable Value £	Rateable Value per head £ s. d.	Penny Rate product £
<i>Durham</i>					
Existing Administrative County	620,300	965,000	10,595,000	11 0 0	41,800
Less county districts to be transferred on account of North Eastern General Review Area proposals	25,400	165,000	2,635,000	15 19 0	10,750
Less county districts to be transferred on account of Tyneside Special Review Area proposals	34,500	185,000	1,970,000	10 13 0	7,950
Administrative County as reduced	560,400	615,000	5,990,000	9 15 0	23,100
<i>Northumberland</i>					
Existing Administrative County	1,276,200	487,000	5,530,000	11 7 0	22,150
Less small area resulting from minor boundary adjustment with County Durham, in North Eastern General Review Area proposals	100	—	—	—	—
Less county districts to be transferred on account of Tyneside Special Review Area proposals	17,100	180,000	2,230,000	12 8 0	9,050
Administrative County as reduced	1,259,000	307,000	3,300,000	10 15 0	13,100
<i>Yorkshire, North Riding</i>					
Existing Administrative County	1,354,700	407,000	5,525,000	13 11 0	22,300
Less county districts to be transferred on account of North Eastern General Review Area proposals	21,500	117,000	2,050,000	17 10 0	8,350
Administrative County as reduced	1,333,200	290,000	3,475,000	12 0 0	13,950

NOTE: In the above Table all the figures have been rounded, including those relating to the counties as they now exist. Areas have been rounded to the nearest 100 acres, populations to the nearest 1,000 persons, rateable value to the nearest £5,000, rateable value per head to the nearest shilling, and penny rate product to the nearest £50. It is not claimed that they are all necessarily accurate within these limits, but they are sufficiently accurate to give an adequate indication of the effect on the counties of the Commission's proposals.

Appendix 2

(Ch. 1, para. 5)

Organisations Invited to Submit Views on the Organisation of Local Government in the North Eastern General Review Area

National Organisations

Association of British Chambers of Commerce.
Association of University Teachers.
Automobile Association.
British Association of Residential Settlements.
British Medical Association.
British Red Cross Society.
British Transport Commission.
Church Commissioners.
Civic Trust.
Commons, Open Spaces and Footpaths Preservation Society.
Co-operative Union Limited.
Council for the Preservation of Rural England.
Electrical Association for Women.
Federation of British Industries.
Incorporated Association of Assistant Masters.
Incorporated Association of Assistant Mistresses.
Incorporated Association of Headmasters.
Incorporated Association of Headmistresses.
Institute of Almoners.
Institute of Community Studies.
Institute of Housing.
Institute of Sewage Purification.
Institute of Traffic Administration.
Institute of Transport.
Institution of Civil Engineers.
Institution of Highway Engineers.
Library Association.
Magistrates Association.
Mothers Union.
Multiple Shops' Federation.
National and Local Government Officers' Association.
National Chamber of Trade.
National Council of Family Case Work Agencies.
National Council of Social Service.
National Council of Women of Great Britain.
National Farmers' Union.
National Federation of Housing Societies.
National Federation of Women's Institutes.
National Housing and Town Planning Council.
National League of the Blind.
National Playing Fields Association.
National Society for the Prevention of Cruelty to Children.
National Trust.

National Union of Manufacturers.
 National Union of Public Employees.
 National Union of Teachers.
 National Union of Townswomen's Guilds.
 Queen's Institute of District Nursing.
 Retail Distributors' Association.
 Royal Automobile Club.
 Royal College of Midwives.
 Royal College of Nursing.
 Royal Institute of British Architects.
 Royal Institute of Public Administration.
 Royal Institute of Public Health and Hygiene.
 Royal Institution of Chartered Surveyors.
 Royal National Institute for the Blind.
 St. John Ambulance Brigade.
 Town and Country Planning Association.
 Town Planning Institute.
 Trades Union Congress.
 Women's Gas Federation.
 Women's Voluntary Service for Civil Defence.
 Workers' Educational Association.
 Young Men's Christian Association.
 Young Women's Christian Association.

Local Organisations

Aycliffe New Town Corporation.
 Darlington Executive Council—National Health Service.
 Darlington Trades Council.
 Durham Colleges.
 Durham County Community Service Council.
 Durham County Water Board.
 Durham Division—National Coal Board.
 Durham Executive Council—National Health Service.
 Durham Parish Councils Association.
 Durham Police Authority.
 Durham University.
 Gateshead Executive Council—National Health Service.
 Hartlepool Port Health Authority.
 Hartlepool Trades Council.
 Hartlepool Water Company.
 Hull & District Trades Council.
 Kings College, Newcastle-upon-Tyne.
 Middlesbrough Trades Council.
 Newcastle and Gateshead Water Company.
 North East Industrial Development Association.
 North Eastern Area Transport Users Consultative Committee.
 North Eastern Electricity Board.
 North Eastern Electricity Consultative Council.
 North East Federation of Trades Councils.
 Northern Gas Board.
 Northern Gas Consultative Council.

Northern (Northumberland and Cumberland) Division—National Coal Board.
 Northern Traffic Commissioners.
 Northumberland Consultative Committee for Community Associations.
 Northumberland Executive Council—National Health Service.
 Northumberland Parish Councils Association.
 Northumberland Rural Community Council.
 Northumberland and Tyneside River Board.
 Northumberland and Tyneside Council of Social Service.
 Peterlee New Town Corporation.
 River Wear Commissioners.
 Seaton Burn Valley Joint Sewerage Board.
 South Shields Executive Council—National Health Service.
 Sunderland Executive Council—National Health Service.
 Sunderland and South Shields Water Company.
 Tees Conservancy Commission.
 Tees Port Health Authority.
 Tees-side Federation of Trades Councils.
 Tees Valley and Cleveland Water Board.
 T.U.C. East and West Ridings Regional Advisory Committee.
 T.U.C. Northern Regional Advisory Committee.
 Tyne Improvement Commission.
 Wear and Tees River Board.
 West Hartlepool Executive Council—National Health Service.
 York North Riding Executive Council—National Health Service.
 Yorkshire Federation of Trades Councils.
 Yorkshire Ouse River Board.
 Yorkshire Parish Councils Association.
 Yorkshire Rural Community Council.

*Local Authorities and Organisations who made Suggestions
or Representations*

<i>County Councils</i>	Consett.
Cumberland.	Eston.
Durham.	Guisborough.
Northumberland.	Loftus.
Westmorland.	Newbiggin-by-the-Sea.
Yorkshire—North Riding.	Pickering.
<i>County Borough Councils</i>	Saltsburn and Marske-by-the-Sea.
Darlington.	Scalby.
Middlesbrough.	Seaton Valley.
Sunderland.	Tow Law.
West Hartlepool.	
<i>Borough Councils</i>	<i>Rural District Councils</i>
Blyth.	Barnard Castle.
Hartlepool.	Border.
Morpeth.	Castle Ward.
Redcar.	Chester-le-Street.
Scarborough.	Croft.
Stockton-on-Tees.	Darlington.
Thornaby-on-Tees.	Easington.
<i>Urban District Councils</i>	Haltwhistle.
Alnwick.	Lanchester.
Ashington.	Malton.
Barnard Castle.	Norham and Islandshires.
Bedlingtonshire.	Startforth.
Billingham.	Stockton.
Boldon.	Stokesley.
	Sunderland.
<i>Organisations</i>	
Billingham Division—Imperial Chemical Industries Ltd.	
Cockfield Parish Council.	
Cold Heslesdon Parish Council.	
Darlington Joint Committee of the Four Secondary Associations.	
Darlington Trades Council.	
Dorman Long and Co. Ltd.	
Durham Parish Councils Association.	
Etherley Parish Council.	
Evenwood and Barony Parish Council.	
Forest and Frith Parish Council.	
Gainford Parish Council.	
Hart Parish Council.	
Hartlepoons Trades Council.	
Ingleton Parish Council.	
Lynesack and Softley Parish Council.	
Marwood Parish Council.	
National Union of Teachers.	

North Eastern Divisional Youth Organisation Committee.
 North Riding Local Joint Committee of the Four Secondary Associations.
 North Riding and South Durham County Branch—National Farmers' Union.
 Northern Architectural Association.
 Northumberland County Branch—Rural District Councils Association.
 Northumberland Urban District Councils Association.
 Northumberland and Tyneside River Board.
 River Tees Port Health Authority.
 Royal National Institute for the Blind.
 South Durham Steel and Iron Company Ltd.
 Spennymoor and District Trades Council.
 Stockton and Thornaby Trades Council.
 Stockton Branch—Association of Engineering and Shipbuilding Draughtsmen.
 Stockton Division—British Medical Association.
 Stokesley Rural District Ratepayers Association.
 Streatlam and Stainton Parish Council.
 Tees-side Local Government Boundary Study Group.
 Tynemouth Executive Council—National Health Service.
 Wear and Tees River Board.
 West Hartlepool Executive Council—National Health Service.
 Whorlton Parish Council
 Winston Parish Council.
 Woodland Parish Council.
 Yorkshire Association of Chambers of Commerce.
 Yorkshire Parish Councils Association.
 Yorkshire Rural Community Council.

Local Authorities and Organisations Who Made Representations on our Draft Proposals

<i>County Councils</i>	Skelton and Brotton.
Durham.	Spennymoor.
Yorkshire—North Riding.	Stanley.
	Whitby.
<i>County Borough Councils</i>	<i>Rural District Councils</i>
Darlington.	Aysgarth.
Middlesbrough.	Barnard Castle.
Sunderland.	Bedale.
West Hartlepool.	Chester-le-Street.
<i>Borough Councils</i>	Croft.
Hartlepool.	Darlington.
Redcar.	Durham.
Richmond.	Easington.
Scarborough.	Easingwold.
Stockton-on-Tees.	Flaxton.
Thornaby-on-Tees.	Helmsley
<i>Urban District Councils.</i>	Kirkby Moorside.
Barnard Castle.	Leyburn.
Billingham.	Northallerton.
Bishop Auckland.	Pickering.
Boldon.	Reeth.
Brandon and Byshottles.	Richmond.
Consett.	Scarborough.
Crook and Willington.	Sedgefield.
Eston.	Startforth.
Guisborough.	Stockton.
Loftus.	Stokesley.
Northallerton.	Sunderland.
Pickering.	Thirsk.
Saltburn and Marske-by-the-Sea.	Wath.
Scalby.	Weardale.
Sildon.	Whitby.

Organisations

Association of Teachers in Technical Institutes.
Aycliffe Development Corporation.
Blackwell Parish Council.
British Transport Commission.
Cockfield Parish Council.
Council for the Preservation of Rural England.
Darlington Chamber of Trade.
Dorman Long and Co. Ltd.
Durham County Local Medical Committee.
Durham County Urban District Councils Association.

Durham Executive Council—National Health Service.
 Durham Parish Councils Association.
 Elwick Parish Council.
 Ford Parish Council.
 Gateshead Teachers Association.
 Greatham Parish Council.
 Herrington Parish Council.
 Institution of Highway Engineers.
 Library Association.
 Marton Parish Council.
 Middlesbrough Joint Committee of the Four Secondary Associations.
 Middlesbrough Trades Council.
 North East Division Youth Organisations Committee.
 Northern Architectural Association.
 Northern Gas Board.
 Northern Traffic Area—Traffic Commissioners.
 Northumberland Rural Community Council.
 Northumberland Rural District Councils Association.
 Northumberland and Durham Region—National Union of Teachers.
 Northumberland and Newcastle Society.
 Northumberland and Tyneside River Board.
 Offerton Parish Council.
 Redcar and District Trades Council.
 Ryhope Parish Council.
 St. Hilda's Reconstruction Committee.
 Silksworth Parish Council.
 South Durham Steel and Iron Company Ltd.
 Stainton Parish Council.
 Sunderland Joint Committee of the Four Secondary Associations.
 Tees-side Communist Party.
 Tees-side Local Government Boundary Study Group.
 Tunstall Parish Council.
 Wear and Tees River Board.
 Yorkshire—North Riding Executive Council—National Health Service.
 Yorkshire—North Riding Joint Committee of the Four Secondary Associations.
 Yorkshire Ouse River Board.
 Yorkshire Parish Councils Association.

*Authorities and Organisations Represented at the Conferences
Durham: 17th and 18th October, 1962*

<i>County Councils</i>	<i>Urban District Councils</i>
Durham.	Barnard Castle.
Yorkshire—North Riding.	Billingham.
	Boldon.
<i>County Borough Councils</i>	<i>Rural District Councils</i>
Darlington.	Barnard Castle.
Sunderland.	Darlington.
West Hartlepool.	Easington.
<i>Borough Councils</i>	Startforth.
Hartlepool.	Stockton.
	Sunderland.

Organisations

Blackwell Parish Council.
 Darlington Chamber of Trade.
 Durham Parish Councils Association.
 Elwick Parish Council.
 Ford Parish Council.
 Greatham Parish Council.
 Herrington Parish Council.
 Hylton Parish Council.
 North Eastern Division Youth Organisations Committee.
 Northumberland and Durham Region—National Union of Teachers.
 Offerton Parish Council.
 Ryhope Parish Council.
 Silksworth Parish Council.
 Tunstall Parish Council.
 Yorkshire Parish Councils Association.

Middlesbrough: 21st and 22nd November, 1962

<i>County Councils</i>	<i>Urban District Councils</i>
Durham.	Billingham.
Yorkshire—North Riding.	Eston.
<i>County Borough Councils</i>	Guisborough.
Middlesbrough.	Loftus.
<i>Borough Councils</i>	Saltburn and Marske-by-the-Sea.
Redcar.	Skelton and Brotton.
Thornaby-on-Tees.	<i>Rural District Councils</i>
Stockton-on-Tees.	Stockton.
	Stokesley.

Organisations

Marton Parish Council.
Middlesbrough Local Joint Committee of the Four Secondary Associations.
Middlesbrough Trades Council.
Northern Architectural Association.
North Riding Local Joint Committee of the Four Secondary Associations.
Northumberland and Durham Region—National Union of Teachers.
Ormesby Parish Council.
Redcar Trades Council.
Stainton Parish Council.
Tees-side Communist Party.
Tees-side Local Government Boundary Study Group.
Yorkshire Parish Councils Association.

Sunderland County Borough Council's Suggestions

Sunderland County Borough Council suggested that the county borough should be extended by the inclusion of the following areas:—

County District and Parish	Acreage	Population mid 1958	Rateable Value April 1959
Boldon U.D.	7,640	19,540	£ 201,359
Sunderland R.D.	6,734	26,960	231,991
Easington R.D.: Burdon (part)	651	75	539
TOTAL	15,025	46,575	433,889

Appendix 7

(Ch. 4, para. 38)

Darlington County Borough Council's Suggestions

Darlington County Borough Council suggested that the county borough should be extended by the inclusion of the following areas:—

County District and Parish	Acreage	Population April 1959	Rateable Value April 1959
Darlington R.D.:—			£
Whesoe (part)	307	425	4,010
Barmpton (part)	213	45	356
Great Burdon (part)	77	65	308
Hurworth Neasham Morton Palms } (parts)	221	25	245
Blackwell	1,351	500	15,802
Low Coniscliffe (part)	161	90	2,385
TOTAL	2,330	1,150	23,106

West Hartlepool County Borough Council's Suggestions

West Hartlepool County Borough Council suggested that the county borough should be extended by the inclusion of the following areas:—

County District and Parish	Acreage	Population April 1959	Rateable Value April 1959
Hartlepool B.	1,841·0	17,200	£ 191,790
Stockton R.D.:—			
Hart (part)	1,023·6	260	2,587
Elwick (part)	628·6	30	191
Dalton Percy (part)	233·6	—	—
Brierton (part)	140·0	—	—
Greatham (part)	2,333·0	1,428	23,509
Seaton (part)	2,229·4	35	10,207
TOTAL	8,429·0	18,953	228,284

Appendix 9

Schedules Defining the Proposed Boundaries as shown on the 1:25,000 scale Definitive Maps

It has been found convenient for reference purposes to divide the proposed boundary into sections, which are lettered on the maps in a clockwise direction.

Map No. 1: Darlington

- A-B Centre of new course of river Skerne.
B-C Existing Darlington C.B. boundary.
C-D South-western boundary of Neasham Road; south-eastern boundary of Round Hill Road; across Round Hill Road.
D-E Existing Darlington C.B. boundary.
E-F Western boundary of railway; new fence line north of Snipe Lane and Snipe House.
F-G Existing Darlington C.B. boundary.
G-H Northern boundary of lane; northern boundary of Snipe Lane.
H-I Across Snipe Lane; 220 feet east of Croft Road (A 167) to meet projection of curtilage of industrial premises west of road.
I-J Projection of curtilage of industrial premises west of road; across Croft Road (A 167) ; curtilage of industrial premises.
J-K Southern boundary of road (A 1) and western boundary of Blackwell Bridge.
K-L Centre of River Tees.
L-A Existing Darlington C.B. boundary.

Map No. 2: Sunderland

- A-B Existing Sunderland R.D. boundary.
B-C Centre of Ryhope Dene.
C-D Existing Sunderland R.D. boundary.
D-E North-eastern and eastern boundary of proposed Sunderland by-pass road.
E-F Existing Sunderland C.B. boundary.
F-G Eastern boundary of proposed Sunderland by-pass road.
G-H Existing Sunderland R.D. boundary.
H-I Existing Sunderland C.B. boundary.
I-J Field boundaries; northern curtilages of residential development; western boundary of Whitburn Bents Road (A 183); across Whitburn Bents Road (A 183); straight line eastwards from northern boundary of junction of new estate road with Whitburn Bents Road (A 183) to low water mark of medium tides.

Map No. 3: Tees-side

- A-B Straight line due south from low water mark of ordinary tides to top of cliff; field boundaries; southern boundary of lane; field boundary; straight line across Little Dale to meet road (A 174); across road (A 174).
- B-C Southern boundary of road (A 174); field boundary; straight line across Saltburn Gill to meet field boundary; field boundaries; northern curtilages of Bank Top; across Saltburn Bank; southern boundary of Saltburn Bridge (Toll).
- C-D Existing Saltburn and Marske-by-the-Sea U.D. boundary; existing Guisborough U.D. boundary.
- D-E Field boundaries; northern boundary of Hob Hill Lane; eastern boundary of road (B 1267); across road (B 1267); field boundary.
- E-F Field boundaries forming northern and eastern edges of plantations.
- F-G Eastern boundary of road; southern boundary of Sandy Lane; across Yearby Bank (B 1269); western boundary of Yearby Bank (B 1269).
- G-H Field boundaries and northerly boundary of Yearby Wood; field and plantation boundaries (southern edge of parkland of Wilton Castle).
- H-I Field boundaries.
- I-J Field boundaries.
- J-K Eastern boundary of road.
- K-L Existing Eston U.D. boundary.
- L-M Western boundary of Flatts Lane; eastern boundary of Long Bank (A 171); northern boundary of road (A 171); across road (A 171); eastern and southern curtilages of dwellings.
- M-N Eastern boundary of new Nunthorpe By-pass road; southern boundary of roundabout; south-western boundary of new Nunthorpe By-pass road.
- N-O South-western boundary of Stokesley Road (A 172); field boundaries; centre of Marton West Beck.
- O-P Existing Middlesbrough C.B. boundary.
- P-Q 220 feet south of centre of road (A 1044).
- Q-R Centre of Stainton Beck; centre of Stainsby Beck; field boundaries forming Maltby/Stainton parish boundary.
- R-S Existing Thornaby-on-Tees M.B. boundary.
- S-T Existing Stockton-on-Tees M.B. and Thornaby-on-Tees M.B. boundary.
- T-U Southern and western boundary of proposed Stockton/Thornaby By-pass road.
- U-V Southern boundary of road (A 67); across road (A 67); western boundary of Yarm Back Lane; centre of watercourse.
- V-W Field boundaries; across road; eastern boundary of lane; across road; northern boundary of road; field boundaries.

- W-X Western boundary of railway; southern boundary of railway; western boundary of road (A 177); across road (A 177); northern boundary of railway.
- X-Y Existing Stockton-on-Tees M.B. boundary.
- Y-Z Existing Billingham U.D. boundary.
- Z-AA Field boundary; south-western boundary of Sandy Lane; across Sandy Lane; south-eastern boundary of Mill Lane.
- AA-BB Existing Billingham U.D. boundary.
- BB-CC Watercourse (field boundaries); western boundary of road (A 19); across road (A 19); watercourse; field boundaries; southern boundary of Wolviston/Cowpen Bewley road; field boundaries
- CC-DD Existing Billingham U.D. boundary.
- DD-EE Field boundary; centre of Cowbridge Beck.
- EE-FF Existing Billingham U.D. boundary.
- FF-GG Existing Redcar M.B. boundary.

Map No. 4: The Hartlepoons.

- A-B Existing Durham and North Riding county boundary.
- B-C Existing Stockton R.D. and Billingham U.D. boundary (centre of Seaton on Tees Channel and Greatham Creek).
- C-D Centre of Greatham Beck.
- D-E Existing West Hartlepool C.B. boundary.
- E-F Field boundaries.
- F-G 220 feet south of centre of Brierton Lane.
- G-H Projection of field boundaries north of Brierton Lane; across Brierton Lane.
- H-I Field boundaries.
- I-J Watercourse.
- J-K Field boundaries; obliquely across road; field boundaries; southern boundary of road; across road; field boundaries.
- K-L Field boundaries (existing Elwick/Hart parish boundary).
- L-M Across road (A 179); 220 feet east of centre of road (A 179).
- M-N Existing West Hartlepool C.B. boundary.
- N-O Existing Hartlepool M.B. boundary.
- O-P Field boundaries; across Hart Road (A 1049); field boundaries.
- P-Q Southern boundary of track; across Easington Road (A 1086).
- Q-R Eastern boundary of Easington Road (A 1086).
- R-S Existing Hartlepool M.B. boundary.

MAP F

TEES-SIDE JOURNEY TO WORK

(Compiled from the 1971 Census by the Local Government Commission for England)



Scale 1:1

The width of the flow lines is proportional to the number of workers travelling into the authority. Shaded areas indicate the authorities which receive the largest number of workers from the Tees-side area.

The number of workers travelling into the Tees-side area

the number of workers travelling into the Tees-side area



Map 1

For each local authority in the Tees-side area the number of workers travelling into the authority is proportional to the number of workers travelling from the authority.

the number of workers travelling into the authority

a proportionately smaller or larger number of workers

the number of workers travelling into the authority

the number of workers travelling into the authority

the number of workers travelling into the authority

the number of workers travelling into the authority



LOCAL GOVERNMENT COMMISSION FOR ENGLAND
NORTH EASTERN GENERAL REVIEW AREA

MAP B

PATTERN OF DEVELOPMENT
DARLINGTON C.B.



Scale: 1/63,360 or one inch to one mile



Substantially built-up area (other than industrial)



Industrial area



Public and private open space



Partially built-up area



Existing boundaries:

County and county borough



Parish



Proposed boundary of Darlington C.B.:

As submitted by the County Borough Council



As now proposed



DETAILED SOURCES OF INFORMATION



Area covered by Town Map approved by the Min. of



Area for which land use data have been specially provided by the local planning authorities



EXPLANATORY NOTES

THE PATTERN OF DEVELOPMENT shows the extent of existing development together with any modifications and additional development expected in the foreseeable future as indicated in the Development Plans covering this area.

For the purpose of this map it has been found convenient to reduce the many land uses separately shown in the Development Plans to four broad groups:

SUBSTANTIALLY BUILT-UP AREAS (other than industrial) including residential and commercial areas, primary schools, other schools without extensive playing fields and all other land uses where buildings predominate.

INDUSTRIAL AREAS

PUBLIC AND PRIVATE OPEN SPACE including parks, playing fields, golf courses, recreation grounds, etc.

PARTIALLY BUILT-UP AREAS an intermediate category combining all those land uses not covered by the other three groups, including hospitals and other institutions with large grounds, secondary schools with extensive playing fields, churches, village shops, public houses and other Service Land and several workshops.



PATTERN OF DEVELOPMENT SUNDERLAND C.B.



Developments in green and brown areas are shown by the following patterns:

Developments in green areas

Developments in brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas are shown by the following patterns:

Developments in green areas

Developments in brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas



Developments in green and brown areas are shown by the following patterns:

Developments in green areas

Developments in brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas are shown by the following patterns:

Developments in green areas

Developments in brown areas

Developments in green and brown areas

Developments in green and brown areas

Developments in green and brown areas



PATTERN OF DEVELOPMENT

PROPOSED NEW TIES-IDE COUNTY BOROUGH AND PROPOSED COUNTY BOROUGH
AMALGAMATING WEST HARTLEPOOL C.B. AND HARTLEPOOL M.B.

